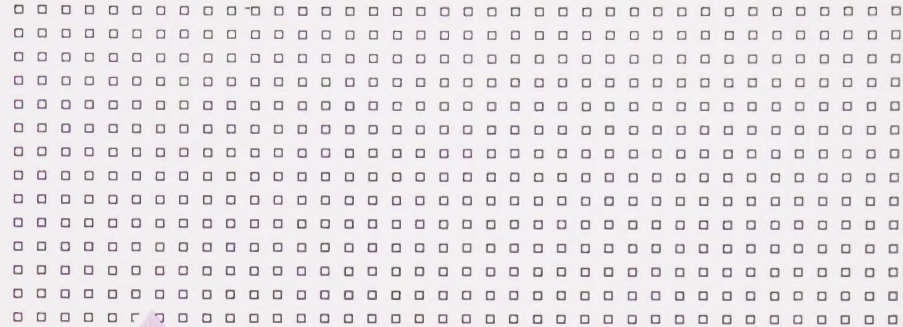
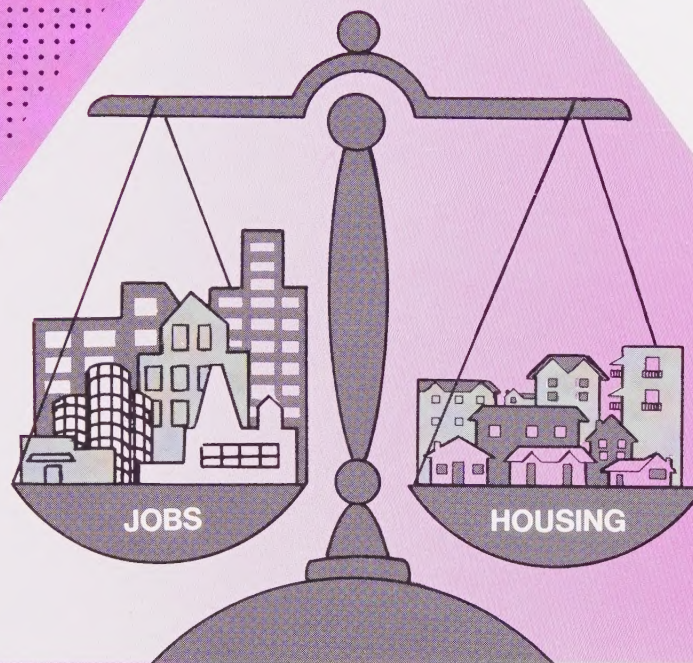


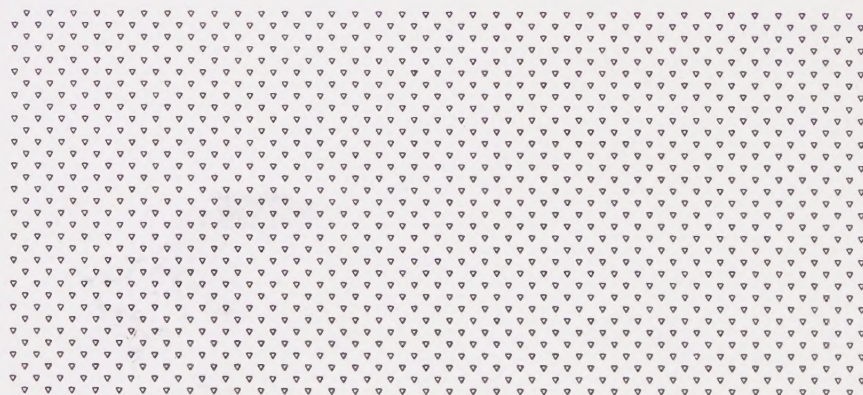
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FEBRUARY 1989

# REGIONAL GROWTH MANAGEMENT PLAN



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## PREAMBLE

This plan provides a flexible framework for the discussion and resolution of growth management issues expected to confront the SCAG region during the next 20 years. One difficulty of planning is making the appropriate choices in the face of uncertainty. Future decision-making must incorporate the ability to respond rapidly while maintaining the flexibility to meet future changes or innovations that could occur. Through a deliberate process -- of periodic technical review and analysis, monitoring, and public debate -- selective efforts shall be undertaken to ensure that this document adapts to the changes occurring in the region. The extent to which this goal is achieved will depend upon participation from all communities within the region.

*The preparation of this report was financed in part through grants from the United States Department of Transportation Urban Mass Transportation Administration under the Urban Mass Transportation Act of 1964; as amended; from the United States Department of Transportation Federal Highway Administration under the Federal Aid Highway Act of 1973, as amended; and from the State of California.*



600 South Commonwealth Avenue • Suite 1000 • Los Angeles • California • 90005 • 213/385-1000

**RESOLUTION # 89-272-2**

**RESOLUTION OF THE SOUTHERN CALIFORNIA ASSOCIATION OF GOVERNMENTS  
FOR ADOPTION OF THE  
1988 REGIONAL GROWTH MANAGEMENT PLAN**

WHEREAS, the Southern California Association of Governments (SCAG) is the designated areawide planning agency for the Southern California region, and as such is responsible for the preparation and adoption of the Growth Management Plan; and

WHEREAS, pursuant to this authority, SCAG has prepared the 1988 Growth Management Plan; and

WHEREAS, a Final Environmental Report for the 1988 Growth Management Plan has been certified by the SCAG Executive Committee;

BE IT RESOLVED that the Executive Committee of the Southern California Association of Governments:

1. Adopts Exhibit "A", attached to this resolution, as the written finding of significant effects and supporting statements of fact required by the State Guidelines for the California Environmental Quality Act (Article 7, Section 15091), insofar as the Final Environmental Impact Report for the 1988 Growth Management Plan identifies significant environmental effects associated with this project.
2. Adopts Exhibit "B", attached to this resolution, as the written Statement of Overriding Considerations required by the State Guidelines for the California Environmental Quality Act (Article 7, Section 15093), insofar as the 1988 Growth Management Plan presents unavoidable environmental risks identified in its Final Environmental Impact Report.
3. Adopts the 1988 Regional Growth Management Plan.

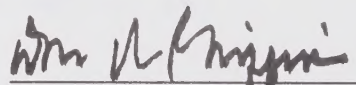
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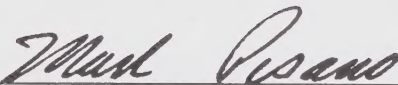
Resolution #89-272-2  
Page 2 of 2  
February 2, 1989

Approved by the Executive Committee of the Southern California Association  
of Governments at a regular meeting this 2nd day of February 1989.



DON GRIFFIN, President

Attest:



MARK A. PISANO, Executive Director



# **GROWTH MANAGEMENT PLAN**

**FEBRUARY, 1989**

GROWTH MANAGEMENT PROGRAM

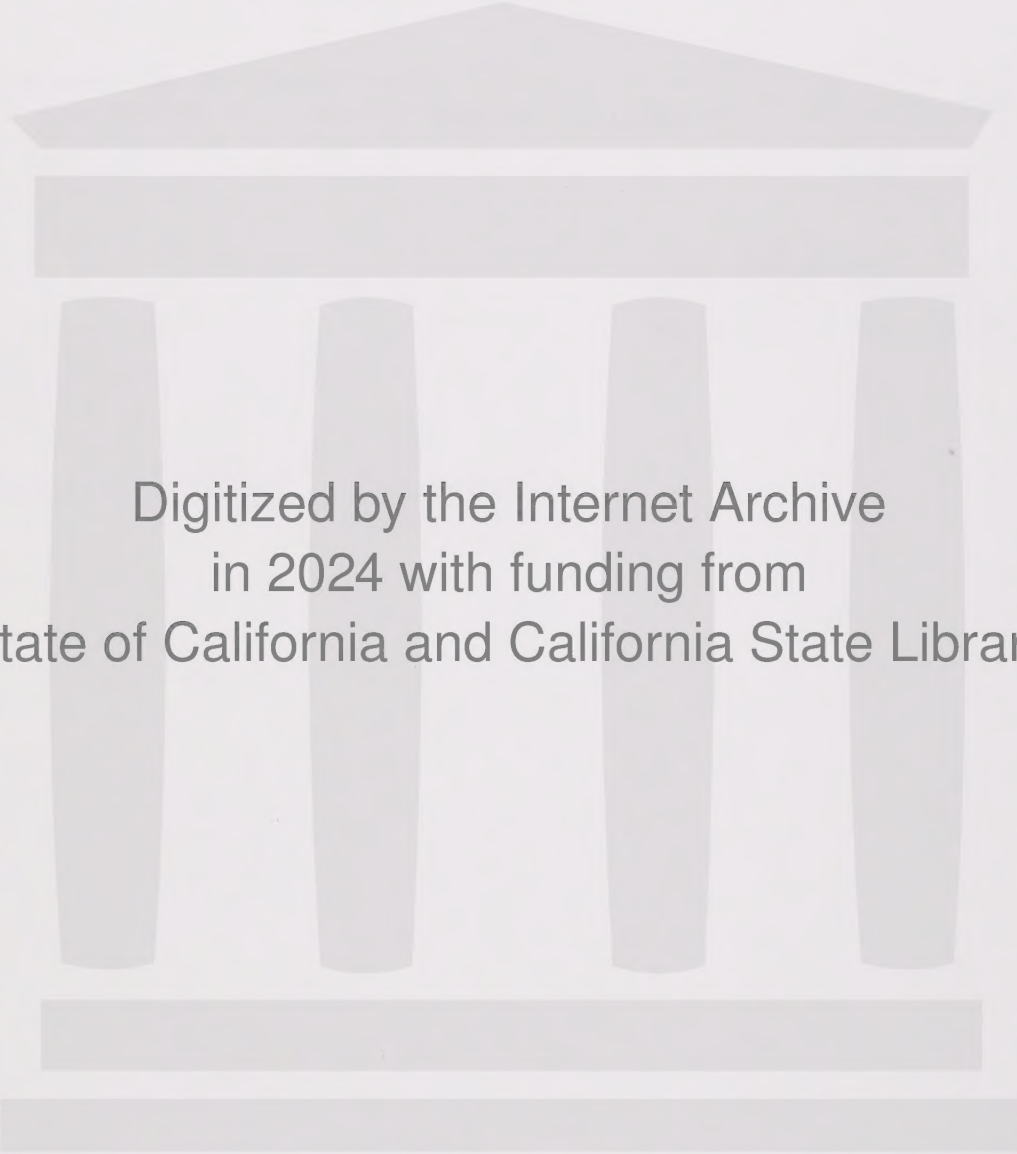
COMMUNITY & ECONOMIC DEVELOPMENT DEPARTMENT

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# TABLE OF CONTENTS

	Page
<b>I. INTRODUCTION/EXECUTIVE SUMMARY .....</b>	<b>I-1</b>
A. Introduction .....	I-1
B. Background .....	I-1
C. Growth Management Plan.....	I-2
1. Baseline Projection .....	I-2
2. Policy Development .....	I-3
D. Growth Management Plan Implementation .....	I-7
E. Milestones in Development of the Growth Management Plan ....	I-8
<b>II. SUMMARY OF THE BASELINE PROJECTION . ....</b>	<b>II-1</b>
A. Regional Baseline Projection .....	II-1
1. Definition of the Baseline Projection .....	II-1
2. Population .....	II-2
3. Housing .....	II-4
4. Employment .....	II-7
B. Subregional Baseline Projection .....	II-8
1. County Distribution -- Growth from 1984-2010 .....	II-8
2. Subregional Distribution .....	II-10
<b>III. ISSUES AND POLICIES.....</b>	<b>III-1</b>
A. Issues .....	III-1
1. Growth Management.....	III-1
2. Job/Housing Balance .....	III-1
3. Congestion and Air Quality .....	III-2
4. Housing .....	III-3
5. Urban Form .....	III-3
6. Socio-economic Polarization .....	III-3
7. Open Space .....	III-4
8. Other Issues .....	III-4
B. Policies .....	III-4
<b>IV. CONTINGENCIES. ....</b>	<b>IV-1</b>
A. Introduction .....	IV-1
B. Contingency Analysis .....	IV-1
1. Growth Control Contingency .....	IV-1
2. Economic Depression Contingency .....	IV-2
3. Federal Budgeting Contingency .....	IV-2
4. Earthquake Contingency .....	IV-3

<b>V.</b>	<b>GROWTH MANAGEMENT ALTERNATIVES .</b>	<b>V-1</b>
A.	Introduction .....	V-1
B.	Alternative Target Allocations .....	V-1
1.	Growth Management Alternative #1 (GMA-1): The Baseline Projection .....	V-1
2.	Growth Management Alternative #2 (GMA-2): The Mobility Sensitivity Test Alternative .....	V-1
3.	Growth Management Alternative #3 (GMA-3): A Preliminary "Local Plans" Alternative .....	V-1
4.	Growth Management Alternative #4 (GMA-4): An "Emerging Futures" Alternative .....	V-2
5.	Growth Management Alternative Low (GMA-LOW J/H): Low Regional Total Alternative .....	V-2
6.	Growth Management Alternative High (GMA-HIGH J/H): High Regional Total Alternative .....	V-2
7.	Growth Management Alternative #4 Modified Trend (GMA4-Mod. Trend) Trend Alternative .....	V-2
C.	Note on the Regional 2010 Population Total .....	V-3
1.	Methodological Differences .....	V-3
2.	Assumption Differences .....	V-3
<b>VI.</b>	<b>GROWTH MANAGEMENT PLAN FORECAST .</b>	<b>VI-1</b>
A.	Introduction .....	VI-1
B.	Job/Housing Balance Definition .....	VI-1
C.	Methodology .....	VI-1
D.	Job/Housing Balance: Regional Impacts .....	VI-4
E.	Job/Housing Balance: Caveats .....	VI-5
F.	Subregional Description .....	VI-5
1.	Urban Subregions .....	VI-6
2.	Urbanizing Subregions .....	VI-7
3.	Mountain and Desert Subregions .....	VI-8
<b>VII.</b>	<b>GROWTH MANAGEMENT PLAN IMPLEMENTATION PROCESS</b> .....	<b>VII-1</b>
A.	Introduction .....	VII-1
B.	Definition of Job/Housing Balance Performance Goals .....	VII-2
C.	The Implementation Process .....	VII-2
1.	Outreach .....	VII-2
2.	Development of Job/Housing Balance Performance Goals .....	VII-3
3.	Development of Local Measures .....	VII-3
4.	Monitoring .....	VII-3



5.	Implementation .....	VII-4
6.	Assessment of Consistency With Performance Goals .....	VII-4
7.	Reassessments .....	VII-6
D.	Local Government Implementation Measures .....	VII-6

**VIII. SUMMARY OF GROWTH MANAGEMENT PLAN  
ENVIRONMENTAL IMPACT REPORT FINDINGS ..... VIII-1**

**IX. APPENDICES ..... A1-1**

1.	Issues and Action Paper II-A: A Partial Menu of Actions that Could be Considered to Implement Job/Housing Balance .....	A1-1
2.	Job/Housing Balance Strategies/Techniques .....	A2-1
3.	Urban Form Analysis .....	A3-1
4.	Socio-Economic Polarization of the SCAG Region .....	A4-1
5.	Regional Open Space Policies .....	A5-1
6.	Growth Control Contingency Analysis .....	A6-1
7.	Economic Contingency Analysis and Federal Budgeting Contingency Analysis .....	A7-1
8.	Earthquake Contingency Analysis .....	A8-1

## LIST OF TABLES

Table		Page
I-1	Growth Management Forecast 2010	I-6
II-1	Median Age of the U.S. and the SCAG Region	II-4
V-1	Growth Management Alternatives--Population	V-4,5
V-2	Growth Management Alternatives--Housing	V-6,7
V-3	Growth Management Alternatives--Employment	V-8,9
V-4	Growth Management Alternatives--Job/Housing Ratios	V-10,11
VI-1	Growth Management Forecast--Population	VI-10
VI-2	Growth Management Forecast--Housing	VI-11
VI-3	Growth Management Forecast--Employment	VI-12
VI-4	Growth Management Forecast--Job/Housing Ratios	VI-13



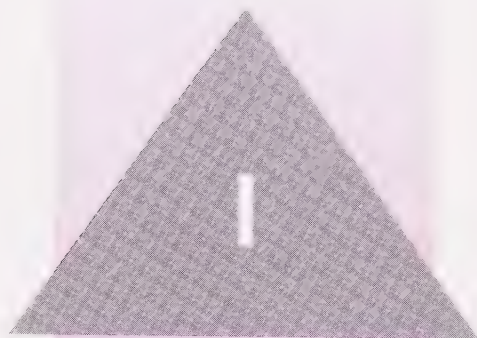
## LIST OF FIGURES

Figure		Page
II-1	Baseline Projection, SCAG Region 1984-2010	II-1
II-2	Total Population Growth, SCAG Region 1910-2010	II-2
II-3	Percent Distribution of Population by Ethnic Group in the SCAG Region 1970-2010	II-3
II-4	Total Housing Growth, SCAG Region 1960-2010	II-5
II-5	Annual Housing Increase, SCAG Region 1975-1987	II-6
II-6	Annual Average Housing Increase, SCAG Region 1970-2010	II-6
II-7	Total Employment Growth, SCAG Region 1960-2010	II-7
III-1	Baseline Projection of Employment and Housing Growth, SCAG Subregions 1984-2010	III-2
VI-1	Difference of the GMP Forecast from the Trend Projection 1984-2010	VI-2
VI-2	Comparison of the Trend Projection and the GMP Forecast 1984-2010	VI-3
VI-3	Job/Housing Balance	VI-4
VI-4	Subregional Areas	VI-14
VI-5	Housing and Employment Growth by Subregions 1984-2010	VI-15
VII-1	Job/Housing Implementation Process	VII-7





# **INTRODUCTION/ EXECUTIVE SUMMARY**







## ***CHAPTER 1***

### **INTRODUCTION/ EXECUTIVE SUMMARY**

#### **INTRODUCTION**

The Growth Management Plan (GMP) presents the region's forecasts and policies for dealing with anticipated growth between today and 2010. The GMP forecasts the amount of population, housing and employment growth expected in Southern California. The Plan's Environmental Impact Report (EIR) identifies the potential impacts of growth and the GMP establishes a set of regional policies which will enable Southern California to respond to that growth. Finally, a structure for local government implementation of the policies is set forth.

The SCAG region covers the counties of Los Angeles, Orange, San Bernardino, Riverside, Ventura and Imperial. Over the past decades, the region has undergone tremendous growth. This growth has brought jobs and people, expansion of the housing market, increased wealth and investment, international trade and increased importance for Southern California in the world.

At the same time, growth has also created new challenges for Southern California. Our highways are more congested, air quality remains poor, and housing prices rank as some of the most expensive in the country.

Despite these problems, Southern California continues to be a land of opportunity. It is a place where ethnic, cultural, and economic diversity come together. Over the next 20 years these factors will continue to drive growth in our region.

The Growth Management Plan offers growth and land use policies, directions and actions that the region can pursue to enhance our advantages and offset the unwanted consequences of growth.

#### **BACKGROUND**

This Growth Management Plan is the sixth in a series of growth forecasts that SCAG has prepared over the past 20 years. The GMP also represents an evolutionary change in our growth forecasts and policy development. The GMP differs from its predecessors in two significant ways. First, the forecasts of regional growth are now the result of more sophisticated demographic and economic modeling and analysis. This analysis provides a better understanding of the factors driving growth in our region. Second, the GMP is more specific about how regional policies are expected to impact the distribution of growth in the region.

As in the past, the growth forecasts contained in the GMP are the forecasts used in the Regional Mobility Plan (RMP), the Air Quality Management Plan (AQMP), and the Regional Housing Needs Assessment (RHNA). In addition, the specific policies dealing with the management and distribution of growth are important components of the RMP and AQMP strategies to improve mobility and

air quality. The GMP, along with the other plans, is an important part of the Regional Strategic Plan. The Regional Strategic Plan provides the framework for a comprehensive vision for the future of the SCAG region.

## **GROWTH MANAGEMENT PLAN**

The Growth Management Plan has the following objectives:

- to present a vision of the region's future, in terms of its people, its housing, its economy, and its governmental structure;
- to provide a framework within which SCAG can develop plans that provide mobility, protect the environment, ensure safe disposal of hazardous waste, and assure adequate housing for the region;
- to set goals for preserving the environment, preserving our quality of life and assuring individual life style choices;
- to define possible events that could disrupt that vision; and
- to develop measures for preventing or responding to such events.

### **Baseline Projection:**

Creating the GMP began in 1986 with SCAG developing the Baseline Projections using refined demographic and economic modeling and analysis capabilities. This projection was used to provide an initial indication of the region's growth through 2010 without new growth management policies.

The Baseline projects that in the year 2010 the population of the region will be 18.3 million people -- a growth of more than 4.5 million persons over the 1988 figure. To house this increase adequately, 2.2 million dwelling units need to be built by 2010.

Two-thirds of the population growth will be due to more births than deaths in the region rather than people arriving here through migration. Largely due to higher birth rates, the Hispanic population will have the greatest growth. By the year 2010, Hispanics and Non-Hispanic Whites will have an almost equal share of the population (40% and 41%); Blacks will be 10%, and Asians, 9%. No single ethnic group will predominate.

The region's jobs will increase from 6.0 million in 1984 to 9.0 million in 2010. There will continue to be a regional shift from a manufacturing based economy to one based on services. Although many service jobs require only minimal skills and pay low wages, service jobs also include high- paying, high-skill work, such as investment banking and computer operations. This could add to the increasing division of our economy into two tiers, unless we respond to the changing skill needs in our industries.



Furthermore, if trend continues unchecked, 53% of the new population will locate in the urbanizing subregions (e.g., Riverside, San Bernardino counties) while 57% of the new jobs will locate in the highly urbanized areas (parts of Los Angeles and Orange counties). This large growth could have significant impacts on the region. SCAG prepared an environmental assessment of the potential impacts of the Baseline growth. The assessment revealed:

- The expected growth, and the separation of jobs and housing, could result in traffic congestion five times worse than today's.
- The existing transportation system plus the projects currently funded will be inadequate for the projected population.
- Shortfalls in wastewater treatment capacity, solid waste landfill capacity, and hazardous waste disposal will be critical.
- Although emissions of most pollutants will decline from the 1984 levels, ozone, particulate, and carbon monoxide pollution will still exceed federal standards for clean air.
- The need for more lower and moderate income housing in the region will become critical.
- Adequate education for all will require new resources.
- The provision of accessible, affordable, and effective health care and long-term nursing care will be a major challenge.
- The change in ethnicity will have major implications for political representation of minority groups.
- The percentage of open space in the region, especially in highly urbanized areas, will be diminished.

### **Policy Development:**

This analysis of the Baseline Projection raised a number of growth and policy issues and challenges for the region. Some of the issues raised are:

- Easing the negative impacts of development;
- Achieving balanced growth;
- Attaining the mobility and clean air goals without use of exclusionary measures and excessive constraints;
- Maintaining a productive workforce skilled in new technologies;

- Ensuring that housing is accessible and affordable;
- Developing urban forms that enhance our quality of life;
- Preserving open space;
- Avoiding economic and social “bipolarization”; and
- Responding to disruptions from occurrences such as earthquakes and economic depressions.

Discussion of these issues and challenges led directly to the development of policies which could guide growth in Southern California and mitigate its impacts. In developing the policies, several growth management alternatives were prepared which reflect the potential growth impacts of different policy choices. These alternatives were:

- The Baseline Projection (GMA-1). This projection followed past trend and assumed no policy intervention. This “business as usual”, or no-action program, is recognized as a possible alternative.
- The Mobility Sensitivity Test Alternative (GMA-2). Redistribution of 12% of future jobs to job-poor subregions and 6% of added housing growth to housing-poor subregions led to substantial improvements in the transportation system, and benefited air quality.
- The Preliminary Local Plans Alternative (GMA-3). The projected growth in housing, population, and employment in Orange County was substantially reduced to reflect the county’s forecasts. The growth was redistributed to other subregions since it is unlikely that regional growth totals will change.
- The Emerging Futures Alternative (GMA-4). This distribution of jobs, housing, and population is based on analysis of recent growth trends and job/housing balance considerations. In reducing congestion and improving air quality, this alternative gave benefits similar to those of GMA-2.
- The Low Regional Total Alternative (GMA-Low J/H). This alternative projected for the year 2010 a population of 17.1 million (compared to 18.3 million under Baseline). It was based on substantially reduced fertility rates for ethnic groups, and incorporated the job/housing balance policy in subregions.
- The High Regional Total Alternative (GMA-High J/H). In the year 2010 the regional population is projected at 20.2 million. It was based on a continuation of growth trends of the past five years, and incorporated the job/housing balance policy in subregions.

- The Trend Alternative (GMA4-Mod Trend). This was developed to reflect growth trends that occurred after the development of Baseline. This alternative, which does not attempt to establish new policies, uses the same regional totals as Baseline but places greater emphasis upon 1984-88 trends in determining the distribution of population, housing and jobs.

After reviewing the alternatives, the SCAG Committees established the policies that would be used in developing the Growth Management Plan. The first major decision was that the Plan should be based upon the amount of growth which was likely to occur. No policies were established to control the regional totals because there were no viable ways to limit the growth. However, the Committees decided that the region needed to influence the distribution of growth to minimize adverse impacts. As a result, the SCAG Executive Committee adopted the following general policies to guide the distribution of growth within the region and mitigate its impacts.

- Support the policies of the Regional Mobility Plan, the Air Quality Management Plan, the Hazardous Waste Management Plan, and the Regional Housing Needs Assessment Plan.
- Achieve better job/housing balance at the subregional level.
- Support the policy recommendations of the Environmental Impact Report.

Based on these policies and after reviewing the different distributions under the alternatives, the Committees developed a final alternative.

The Recommended Job/Housing Balance Alternative (GMA4-Mod J/H) emphasizes the most recent growth trends in the subregional distribution of population, housing, and employment reflected in the Trend Alternative. It incorporates the policy of job/housing balance with the resulting levels of mobility and air quality benefits comparable to those of GMA-2.

To improve balance, the Growth Management Plan, incorporating the Job/ Housing Balance Alternative, redirects 9% of the new employment to housing- rich areas, and 5% of the housing units added between 1984 and 2010 to job-rich areas. This will achieve a more balanced distribution of jobs and housing among subregions. (See Table I-1)

The Growth Management Plan forecast, compared to the no-action alternative, reduces vehicle miles traveled by 33.4 million (8.5%), reduces vehicle travel hours by 7.2 million (37%) and reduces reactive organic gases (ROG) by 45.5 tons, or 33% of the emission reductions to be achieved through transportation, land-use, and energy conservation measures.

As secondary benefits, job/housing balance reduces the cost of congestion by increasing worker productivity; reduces disparities in tax burdens between cities and between counties; and fosters more cohesive communities.

To avoid new problems while achieving job/housing balance, the following must be considered: balancing, by subregion, the type of jobs and price of housing; providing adequate investment in aging or depressed areas that are also job-rich; avoiding a net job loss in the region; and promoting regional fair-share in providing housing.



TABLE I-1

# **GROWTH MANAGEMENT FORECAST 2010**

SUBREGIONS	POPULATION	HOUSING	EMPLOYMENT	JOBS/ HOUSING
SAN FERNANDO VALLEY	1,593,900	643,000	809,800	1.26
GLENDALE/PASADENA	1,412,000	537,100	616,200	1.15
EAST S. GABRIEL VALLEY	1,071,500	355,100	391,600	1.10
SANTA MONICA BAY	1,606,400	666,100	1,012,500	1.52
CENTRAL LOS ANGELES	2,354,500	898,100	1,634,500	1.82
LONG BEACH/DOWNEY	1,312,100	503,500	632,200	1.26
NORTHWEST ORANGE	1,722,500	654,200	941,500	1.44
URBAN	11,072,900	4,257,100	6,038,300	1.42
OXNARD/VENTURA	510,600	191,900	235,000	1.22
SIMI/THOUSAND OAKS	404,100	140,000	130,500	0.93
SANTA CLARITA VALLEY	242,400	89,800	102,200	1.14
SANTA MONICA MTS.	106,400	42,900	31,800	0.74
WEST S. BERN. VALLEY	863,600	327,700	379,000	1.16
EAST S. BERN. VALLEY	774,800	323,400	270,300	0.84
RIVERSIDE CORONA	833,800	321,000	272,900	0.85
CENTRAL RIVERSIDE	581,400	258,000	179,500	0.70
SOUTHEAST ORANGE	1,259,700	537,700	777,300	1.45
URBANIZING	5,576,800	2,232,400	2,378,500	1.07
LOS PADRES	500	300	100	0.33
NORTH LOS ANGELES	529,600	222,600	160,800	0.72
ANGELES FOREST	2,400	1,100	600	0.55
S. BERN. FOREST	91,400	104,000	18,900	0.18
S. BERN. DESERT	441,800	210,900	117,200	0.56
RIVERSIDE DESERT	389,300	227,600	169,800	0.75
IDYLLWILD	11,300	9,600	4,300	0.45
IMPERIAL	140,200	51,900	65,600	1.26
MNTS/DESERTS	1,606,500	828,000	537,300	0.65
REGION	18,256,200	7,317,500	8,954,100	1.22
COUNTIES				
IMPERIAL	140,200	51,900	65,600	1.26
LOS ANGELES	10,231,200	3,959,300	5,392,200	1.36
ORANGE	2,982,200	1,191,900	1,718,800	1.44
RIVERSIDE	1,815,800	816,200	626,500	0.77
SAN BERNARDINO	2,171,600	966,000	785,400	0.81
VENTURA	915,200	332,200	365,600	1.10
REGION	18,256,200	7,317,500	8,954,100	1.22

## GROWTH MANAGEMENT PLAN IMPLEMENTATION

The GMP establishes regional guidelines for local governments to manage growth. The Plan provides examples of the types of actions local governments can take to implement the job/housing balance performance goals and other policies of the Plan. One indicator of progress towards achieving the performance goals is the ratio of added jobs to added dwelling units in an area. Other indicators include improvements in land use patterns and improvements of the transportation system and air quality as measured through transportation modeling.

The GMP centers on implementation by local governments. A variety of actions are outlined to assist local implementation including:

- The participation of local jurisdictions, existing state and regional agencies, and various private-sector interest groups;
- The formation of subregional entities (similar in concept to the existing transportation policy area study steering committees);
- The design of an outreach program;
- The development of subregional and local jurisdiction job/housing balance performance goals, in five-year increments;
- The development of model local implementation measures;
- The development of a monitoring process to gauge progress in meeting subregional job/housing performance goals; and
- The development of guidelines for assessing consistency with performance goals.

The implementation process calls for developing local and regional actions to promote growth management over the next five years. The GMP also establishes a process for evaluating performance goals, and adjusting the implementation actions, if needed. The major steps in the implementation process are:

- Implementation of the job/housing balance policy to attain subregional performance goals by:
  - Local Jurisdictions: through development of general plans that incorporate regional job/housing balance policy and through adoption of measures and ordinances, and through issuance of development permits according to suggested guidelines.
  - SCAG: through the Intergovernmental Review Program (A-95) and the Regional Transportation Improvement Program (RTIP).
  - County Transportation Commissions: through programming of transportation funds.

- The South Coast Air Quality Management District: through revisions to the New Source Review Rule.
  - The State Housing and Community Development Department: through reviews of local jurisdiction housing elements that incorporate the Regional Housing Needs Assessment.
- Reassessment of performance goals and re-evaluation of the implementation measures and actions in five years.

## **MILESTONES IN DEVELOPMENT OF THE GROWTH MANAGEMENT PLAN**

- Baseline Projection: August 1986
- Preliminary Draft Growth Management Plan: March 1988
- Recommended Alternative: June 1988
- Draft Growth Management Plan: August 1988
- Draft Environmental Impact Report for the Draft Growth Management Plan: September 1988
- Workshops and Public Hearings: August 1988 - January 1989
- Final Growth Management Plan and Environmental Impact Report: February 1989



# **SUMMARY OF THE BASELINE PROJECTION**

11

11



## CHAPTER II

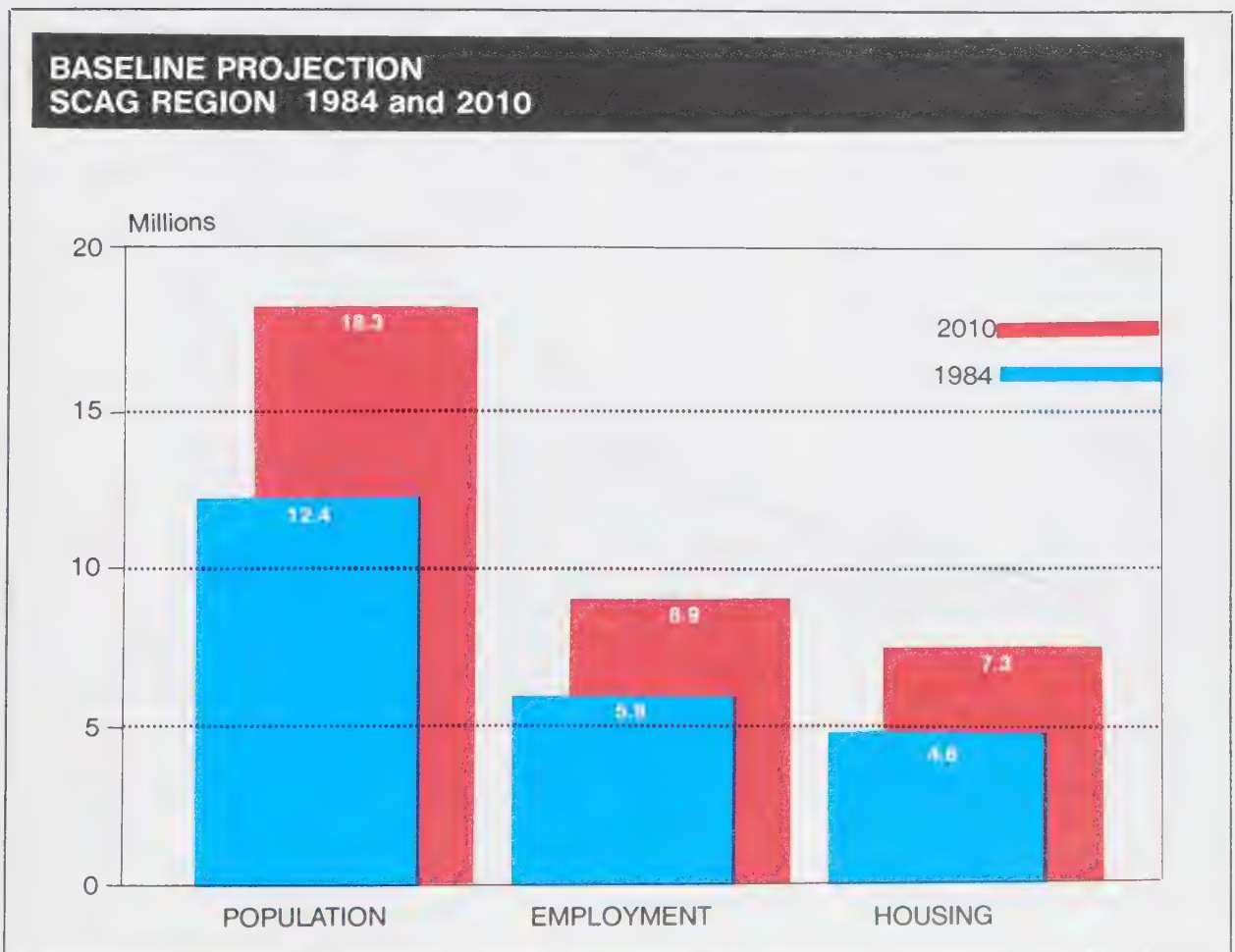
### SUMMARY OF THE BASELINE PROJECTION

#### REGIONAL BASELINE PROJECTIONS

##### Definition of the Baseline Projection

The Baseline Projection (GMA-1) calculated the amount by which the SCAG region's jobs and population would grow by 2010 if the demographic and economic trends of 1970-1984 continued. While the Projection reflects the effects of intervention policies in use when it was developed -- such as adopted growth-control ordinances -- it did not assume any new government intervention with demographic, economic, or housing market trends.

Figure II - 1



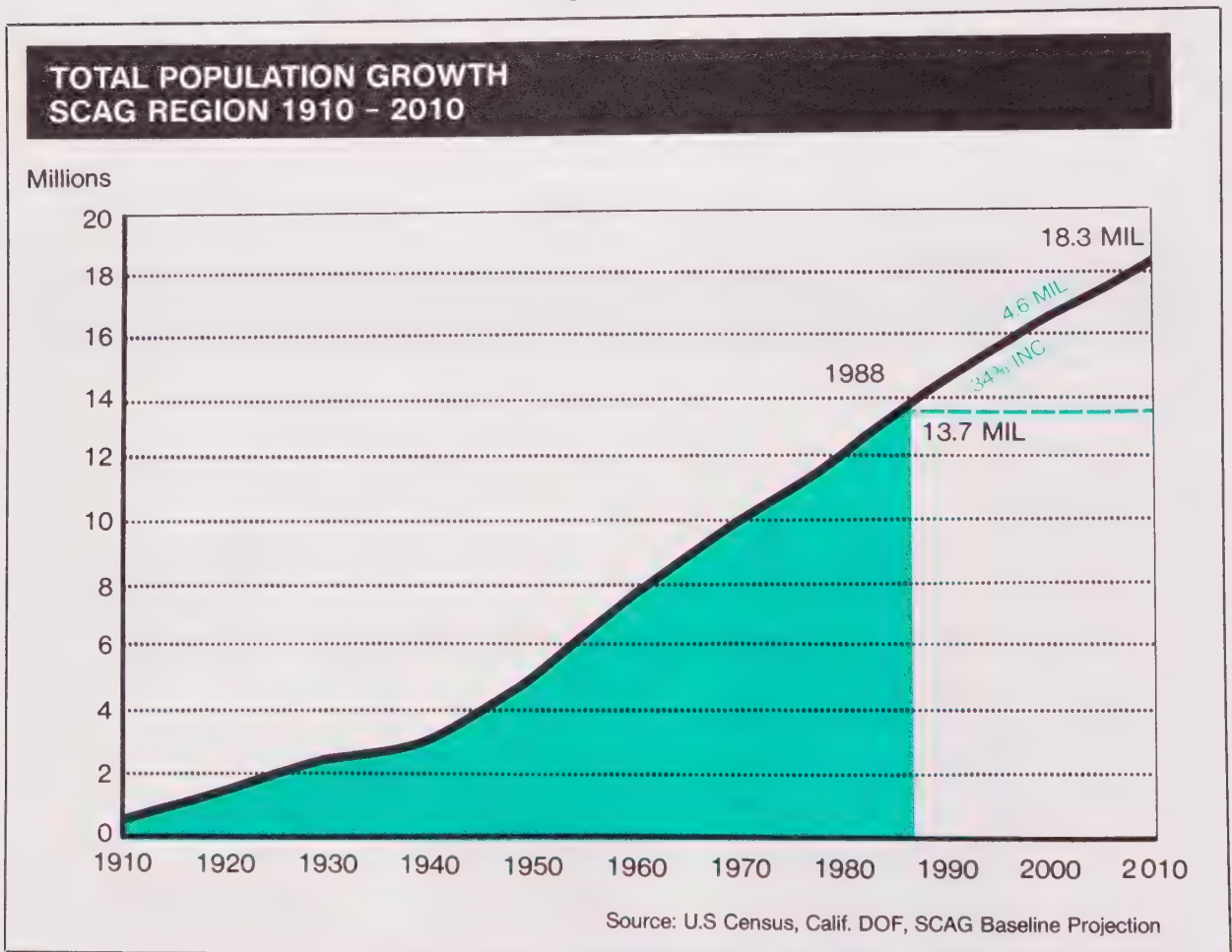


## Population

The 1980 Census revealed that the six-county SCAG region was home to 11.6 million people -- second in population to the New York Metropolitan area. By 1984 (the base year for the projections), it had grown by about 800,000 people, to 12.4 million. The most recent estimate, as of January 1988, puts the region's population at 13.7 million. The Baseline Projection shows that by the year 2010, 18.3 million will live in this region. (See Figures II-1 and II-2)

One in every 18 persons in the U.S. resides here. In 2010, one in every 15 persons in the U.S. will call this region home.

Figure II - 2

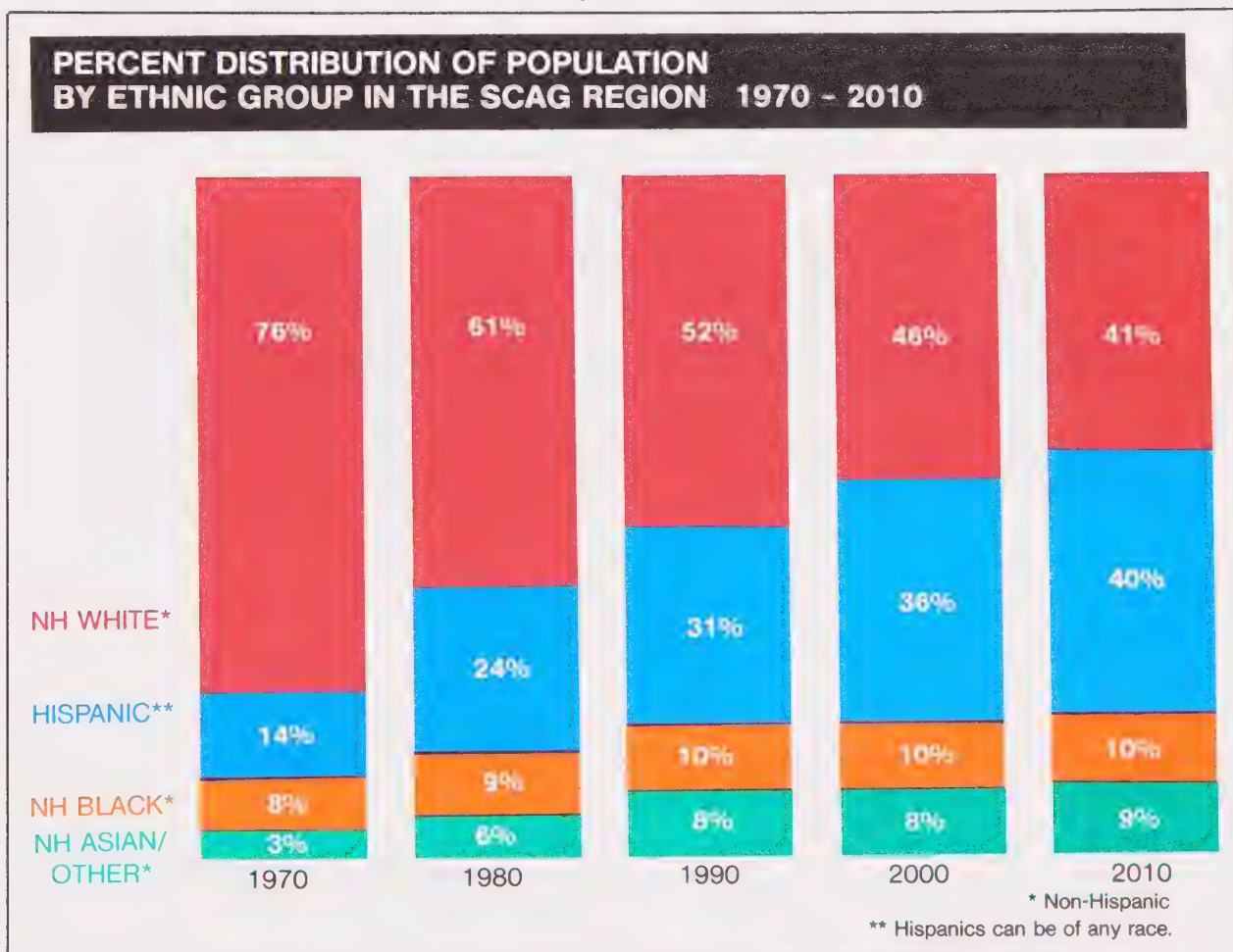


The vigorous growth in population projected for the region is due to natural increase (the excess of births over deaths), and to more people entering than leaving the region. Overall, natural increase represents 63% of the region's population growth over the 30 years between 1980 and 2010. The largest share of this increase is due to the high Hispanic natural increase -- which is more than 8 times greater than that of Whites.

Net in-migration, the other factor in population growth, is the total of people arriving here from other parts of the U.S. and from abroad (both legally and illegally), minus the people leaving the region. From 1980 to 2010, according to projections, 9.0 million people will leave the region, 8.1 million will enter from other parts of the United States, and 3.3 million will arrive here from other countries. The volume of change indicates a very mobile population.

Of those who will live in the region in 2010, 30% lived in it in 1980, 30% will have been born since, 28% will have moved here from other places in the U.S., and 12% will have moved here from other nations. (These figures account for out-migration between 1980 and 2010.)

Figure II - 3



Since 1970, immigrants have contributed greatly to the population growth and the change in ethnic composition. With high rates of immigration (both legal and illegal) and high fertility rates, Hispanics will be the fastest growing ethnic group between 1980 and 2010. They will increase from 2.8 million to 7.2 million; the Hispanic share of the population (24% in 1980) will become 40% by 2010.

This nearly equals the White<sup>1</sup> share, which will decline from 61% (in 1980) to 41% in 2010. This decline is due to net out-migration and lower fertility rates. Whites, just over 7 million today, will increase by less than a half million, to 7.5 million.

The Asian/Other ethnic group will increase by 1 million persons between 1980 and 2010, reaching 1.7 million and 9% of the regional population. The Black population's share will stay relatively stable at about 10%. (See Figure II-3)

The region's population will become older, but will remain younger than the nation's population (See Table II-1). This is because of the region's higher influx of immigrants, who are typically young and of reproductive age, and the higher fertility rates of the Hispanic population. The dependency ratio -- the ratio of the non-working age groups (0-14 and 65+) to the working age group (15-64) -- is changing. In 1980 it was .48; by 2010 it will increase to .51. This means that the age group active in the labor force will have to support a greater portion of the population.

Table II - 1

MEDIAN AGE OF THE U.S. AND THE SCAG REGION				
	1980		2010	
	Male	Female	Male	Female
U.S.	28.8	31.2	36.8	40.2
SCAG	28.7	30.6	34.5	37.0

## Housing

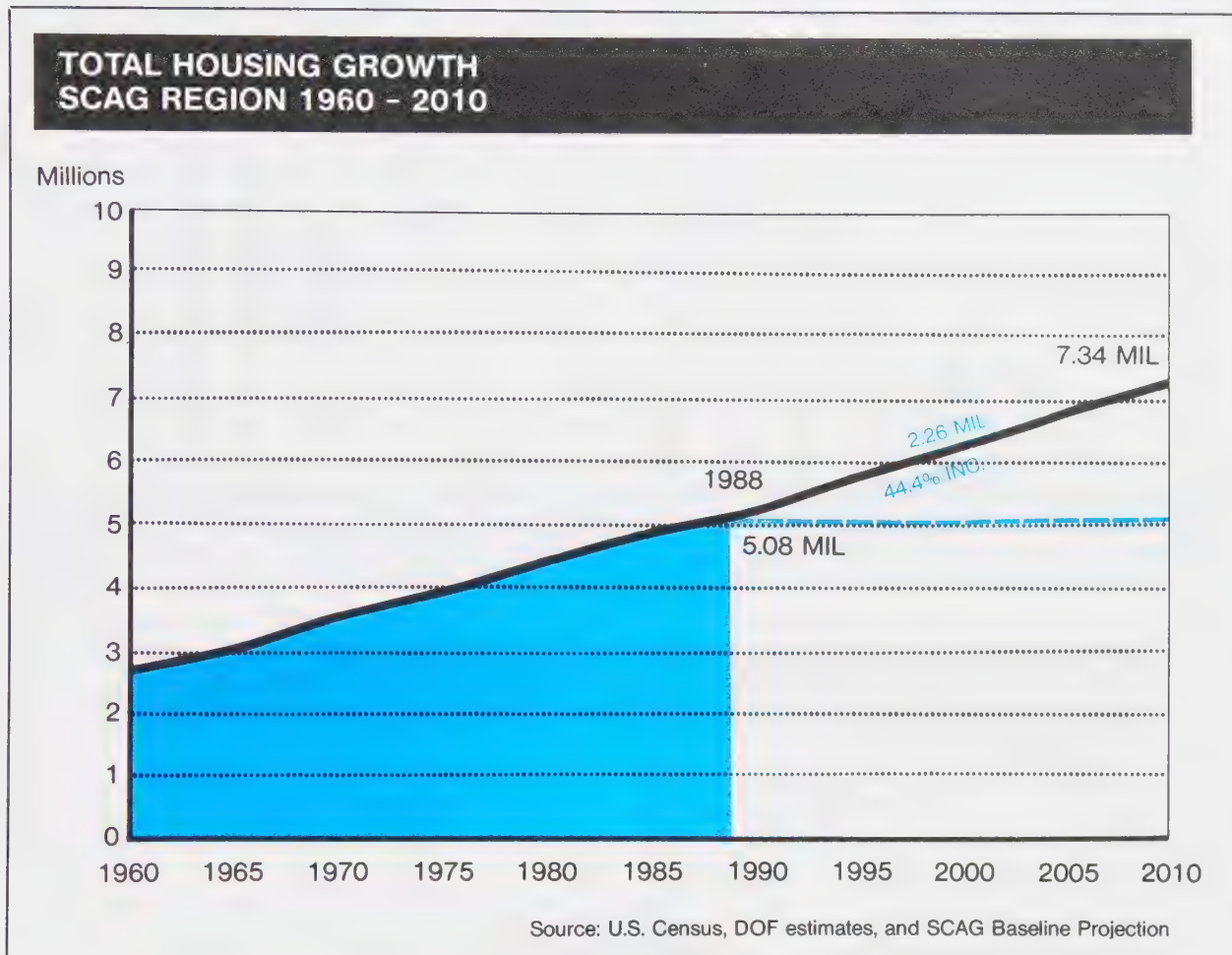
From 1970 to 1980, there was a net addition -- new units minus losses from demolition -- of 870,000 dwelling units to the region's housing stock. This was 87,000 units annually on average, although the number of units built in any one year varied widely. From 1980 to 1984 (the base year of the projection), an average of only 48,000 units were added per year.

<sup>1</sup> Note: In the narrative, "Whites" refers to Non-Hispanic Whites, "Blacks" to Non-Hispanic Blacks and Asian/Other to Non-Hispanic Asian/Other



There were 4,650,400 dwelling units in the region in 1984. The 1988 estimate of housing in the region was 5,080,200 -- an annual average of 107,000 added units from 1984 to 1988. Under the Baseline Projection, we can expect an additional 2.2 million units by the year 2010. This level of housing growth (44%) is higher than the projected percent increase in population (34%) between 1988 and 2010. (See Figures II-4, II-5, and II-6)

Figure II - 4



Housing is projected to grow faster than population, because the proportion of older persons in the population will increase, and older people tend to live in smaller households. Also, there will be a decrease in the average household size of some ethnic groups. Thus the region's average household size will drop from 2.83 in 1984 to 2.69 by the year 2010. Consequently, more dwelling units need to be built to accommodate the increase in population.

In addition, the Baseline Projection assumes that more people will own second homes by the year 2010. This is because personal income should increase significantly over the next two decades, and the number of persons in their 40's and 50's -- typically the peak years for ownership of a second home -- will also rise. Furthermore, recent trends show increases in the proportion of second homes.

Figure II - 5

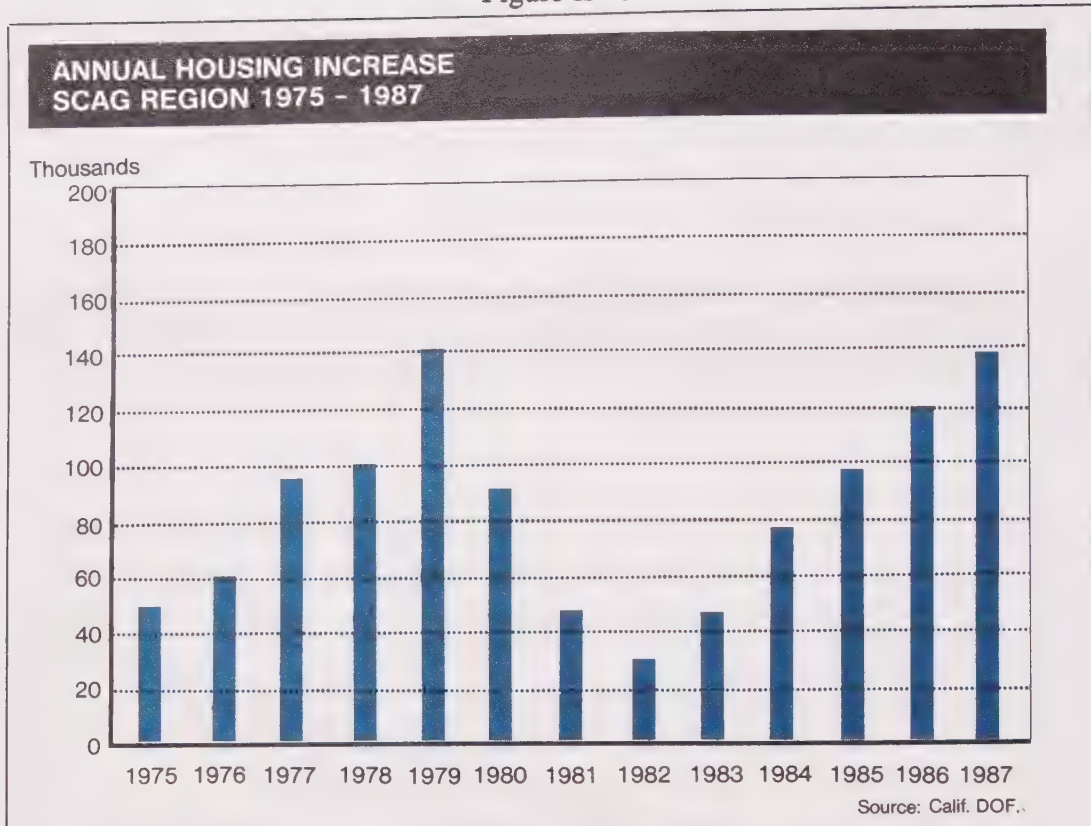
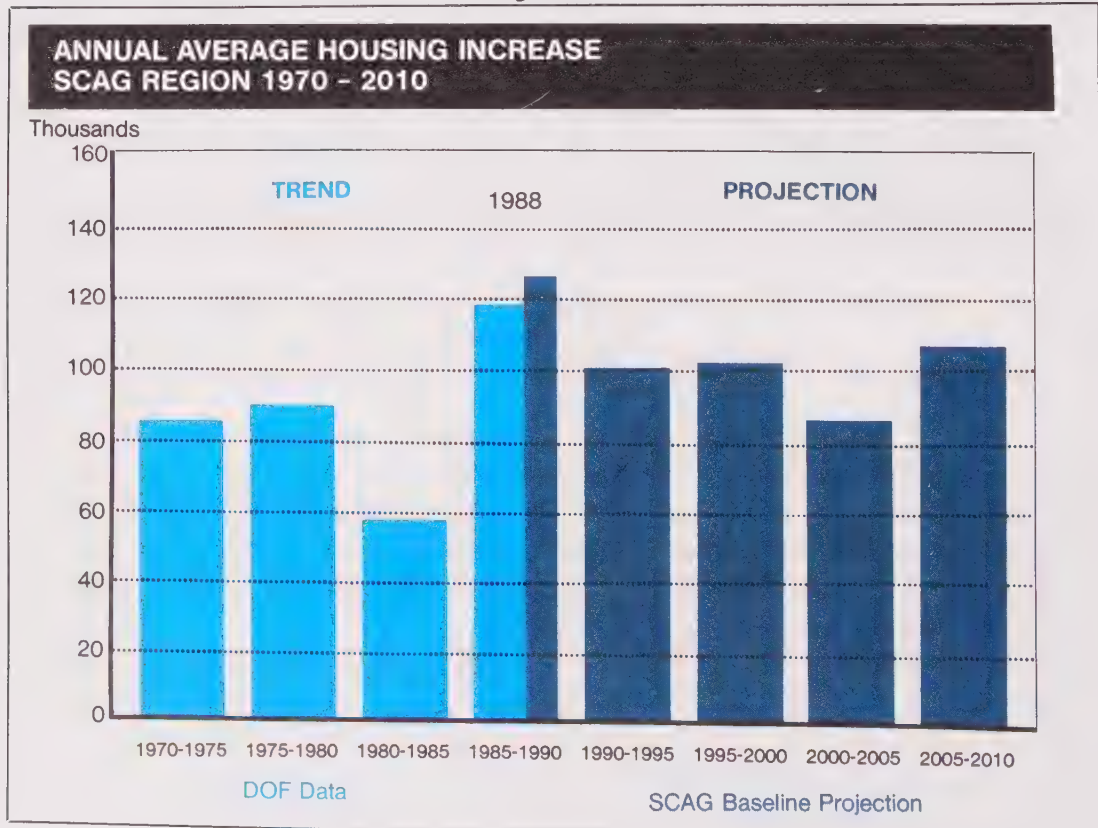


Figure II - 6



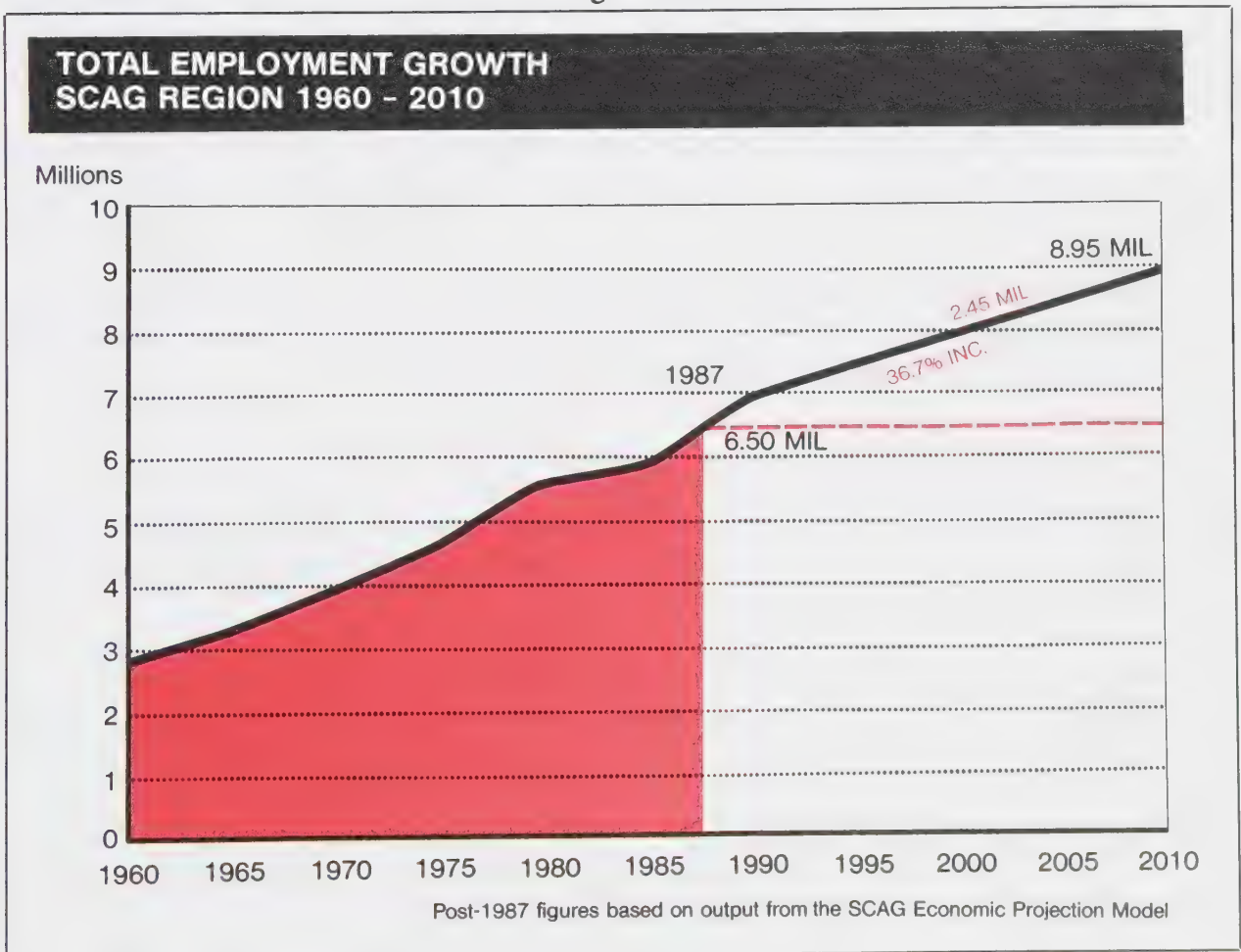
## Employment

Employment in Southern California has had robust growth, especially since the late 1970's. Only the states of California, New York and Texas have more employment than the SCAG region. Jobs increased from 4.3 million in 1972 to 5.9 million in 1984, and to an estimated 6.5 million in 1987.

The region's employment is expected to grow to 9.0 million jobs. (See Figure II-7). This is an increase of some 3.0 million jobs -- 51% over the 1984 total. This projection of job growth of 2% a year is less than the 3.2% a year between 1972 and 1984, and reflects the nation's moderation in long-term growth in the later years of the forecast.

In recent years there has been a dramatic shift in the Southern California economic base. The region is changing from a goods-producing, manufacturing economy to one based on services and information. This trend is projected to continue into the future. Service industries' share of total jobs will increase from 22% in 1984 to 29% in 2010. However, manufacturing will remain an important part of our economy, adding another 300,000 jobs by the year 2010.

Figure II - 7





## **SUBREGIONAL BASELINE PROJECTION**

### **County Distributions -- Growth from 1984 to 2010**

#### **Imperial County**

Imperial County, with 102,000 residents, is our least populated county, with less than 1% of the region's 1984 population. Future growth of 2.2% annually, as projected by Baseline, will put the county's residents at 160,000 in the year 2010.

Housing will increase by 26,000 units in that period.

Imperial County had 37,000 jobs in 1984 -- less than 1% of the regional total. By 2010, the county will add 28,000 jobs, about 1% of the region's new employment, giving it 65,000 jobs, an increase of 76%.

#### **Los Angeles County**

Los Angeles County, with a 1984 population of 7.9 million, is the most populous county in the region and state. It has almost two-thirds of the region's population, and a third of the state's. In 2010, Baseline projects almost 10.0 million people, an increase of 2.1 million.

Los Angeles County will gain the largest number of housing units -- 912,000. However, the county's growth rate of 31% is slower than that of Orange (61%), San Bernardino (137%), and Riverside (174%) counties.

In 1984, Los Angeles County had 4.1 million jobs, 68% of the regional total. This share will decline to 61% by 2010, although the county will add 1.4 million jobs, about half of the regional increase. The total employment in 2010, 5.5 million jobs, is a 36% increase.

#### **Orange County**

From a 1984 population of 2.1 million, Orange County will reach 3.1 million people by 2010, an addition of 1.0 million -- double the pace of Los Angeles County, although slower than Riverside and San Bernardino Counties.

Orange County had 760,000 housing units in 1984, and will add 464,000 by 2010, for a total of 1.2 million units. This is 17% of the regional housing growth, down from the county's share of 27% between 1970 and 1984.

Orange County had 1,048,000 jobs in 1984 -- 18% of the region's total. By 2010, Orange County will have 1,925,000 jobs, 22% of the regional total. The addition of 877,000 jobs is an 87% increase within the county, and amounts to about 29% of the region's new jobs.



## **Riverside County**

Since 1970, Riverside County has been our fastest growing county, with population increasing 4.6% a year. In 1984, the population of the county was 757,000; by 2010, it will be almost 2.0 million. The county will add another 1.2 million people, thus continuing to be, at 6.2% a year, the fastest growing county in the region.

With only 3% of the county urbanized, and land being both ample and affordable, the potential for housing growth is great. Housing will increase by 566,000 units -- 21% of the regional growth.

In 1984, Riverside County had 247,000 jobs -- 4% of regional employment. The county is projected to add 230,000 jobs, capturing about 8% of the regional increase, thus bringing jobs to 477,000 by 2010. This 93% increase in Riverside County raises its share of regional employment to 5%.

## **San Bernardino County**

San Bernardino, the nation's largest county in area, had just 1.0 million residents in 1984, three-quarters of whom were concentrated on only 2% of the county's land. By 2010, San Bernardino County will grow by 118% (4.5% annually), to 2.2 million residents. The county will capture 21% of regional growth over the period.

Housing will grow by 137%, from 409,000 units (1984) to 970,000. San Bernardino County is second only to Riverside County as the fastest growing in both population and housing.

In 1984, San Bernardino County had 325,000 jobs -- 6% of the regional total. By 2010, the county will add 309,000 jobs, for a total of 634,000. Jobs within the county will grow by 95% over the period, capturing 10% of the regionwide increase. The county's share of jobs in the region will rise to 7%.

## **Ventura County**

In 1984, Ventura County had a population of 580,000. This will grow by 330,000, becoming 910,000 in 2010. The average growth rate of 2.2% per year is down from 3.9% between 1970 and 1984. The county's growth is about 6% of the regional total.

Ventura County will add 140,000 housing units to the 197,000 it had in 1984, an increase of 71%.

Ventura County had 213,000 jobs in 1984 -- slightly under 4% of the regional total. The County will add 143,000 jobs, for a total of 356,000 in the year 2010. This 67% growth within the county represents 5% of the regional increase. The county's share of total regional jobs will remain at about 4%.

## Subregional Distribution

The Baseline Projection shows very high growth of population and housing in most areas in the region, but particularly in the urbanizing and mountain/ desert subregions, which will receive more than two-thirds of the region's growth and double in population. Of the 5.9 million people added to the region from 1984 to 2010, about 3.1 million will be in urbanizing subregions and 900,000 in the mountain/desert subregions. The highly urbanized subregions will add 1.9 million people.

Employment growth contrasts with population and housing growth. Of the 3.0 million jobs to be added to the region by 2010, trend would place most of them -- 1.7 million or 57% -- in the highly urbanized subregions. Of the remainder, 1.1 million or 36% would go to urbanizing subregions; and 0.2 million or 7% to the mountain/desert subregions.

The percentage share of the regional population and employment growth between 1984 and 2010 is as follows:

	POPULATION	EMPLOYMENT
Highly Urbanized Subregions:	32%	57%
Urbanizing Subregions:	53%	36%
Mountain/Desert Subregions:	15%	7%

The five subregions showing the largest absolute increases for population and employment are:

	POPULATION		EMPLOYMENT
• Southeast Orange:	738,000	• Northwest Orange:	456,000
• West San Bernardino Valley:	577,000	• Southeast Orange:	416,000
• East San Gabriel Valley:	478,000	• Santa Monica Bay:	300,000
• Central Riverside:	468,000	• Central L.A.:	297,000
• Riverside/Corona:	447,000	• San Fernando Valley:	268,000

In terms of percentage increases, the five most rapidly growing subregions will be:

	POPULATION		EMPLOYMENT
• Central Riverside:	239%	• North L.A. Co:	316%
• Santa Clarita Valley:	200%	• Santa Clarita Valley:	315%
• North L.A. Co:	178%	• Central Riverside:	267%
• Riverside Desert:	163%	• Santa Monica Mountains:	264%
• San Bernardino Desert:	144%	• West San Bernardino Valley:	133%

For a more detailed discussion of The Baseline Projection, refer to SCAG's publication Draft Baseline Projection: Background Information for the Development of SCAG Growth Forecast Policy, August 1986; and accompanying documents, December 1986 and February 1987.

# ISSUES AND POLICIES







## *CHAPTER III*

### ISSUES AND POLICIES

#### ISSUES

##### **Growth Management**

Southern California's greatest challenge is to deal with the changes caused by the tremendous growth in its population and economy, now and in the future. Overcrowding, congestion, and environmental problems have come with this growth, which is the most diverse and rapid in the industrialized world. Compounding the problem, money to deal with the impacts of growth has been in short supply.

Today, many cities are considering laws to limit growth -- which may have undesirable side effects. A more useful approach is a governmental growth management program that guides the timing and distribution of development. Such a program outlines goals for the region, strategies for attaining the goals, and means of implementing the strategies. The Growth Management Plan given here uses a variety of techniques to reach the goals of clean air and mobility, and to achieve a desired regional growth pattern. Further, it does not resort to exclusionary measures or impose excessive constraints.

##### **Job/Housing Balance**

Southern California's rapid growth over the past decade, while exciting and dynamic, has added to a growing problem: unbalanced rates of change across the region, and the separation of residential areas from employment centers. Severe effects stemming from these factors have overshadowed the positive aspects of growth.

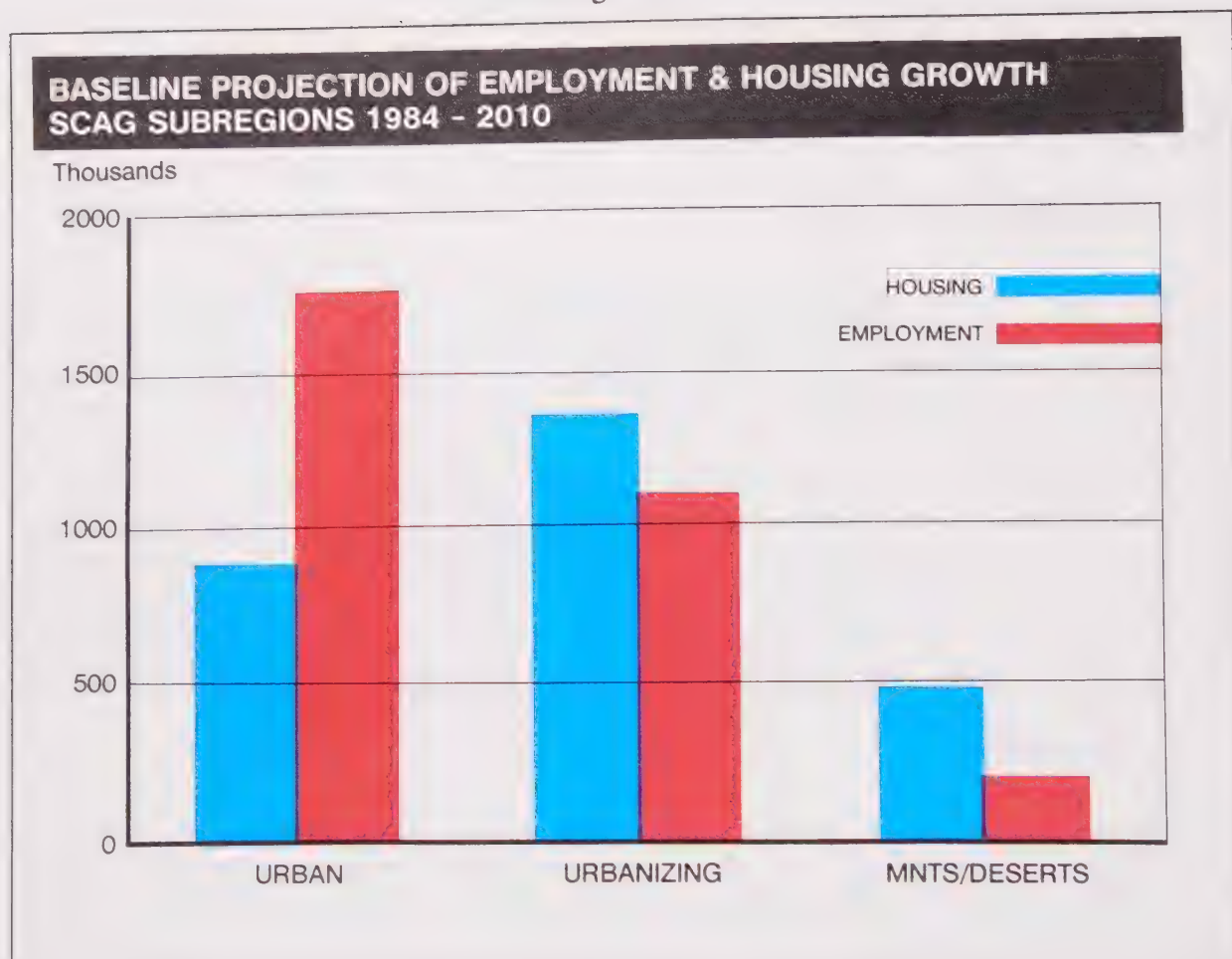
From 1970 to 1984, employment in the region increased by 41%, most of it in the highly urbanized parts of Los Angeles and Orange Counties. The two counties captured about 80% of job growth, but only 45% of the region's housing growth. Thus more workers had to drive longer distances to get from home to work and back. Some residents of Riverside and San Bernardino Counties who work in Los Angeles or Orange County have one-way commutes of ninety minutes to two hours. (See Figure III-1)

Most of the new jobs between now and 2010 will locate in the highly urbanized areas of Los Angeles and Orange counties, while most of the new housing will be built in the urbanizing regions of Riverside, San Bernardino, and Southeast Orange Counties.

This growing imbalance between the location of jobs and housing will worsen the problems of mobility and air quality, the distribution of tax revenues, the character of communities, the productivity and well-being of workers, and the region's general quality of life.

SCAG has prepared a paper examining ways to achieve job/housing balance (Appendix 1). The consultants of Sedway Cooke Associates also developed a menu of strategies and implementation mechanisms to lessen the current job/housing imbalances (Appendix 2). The Sedway Cooke paper presents four strategies, which deal with planning, investment, finance, and regulation.

Figure III - 1



### Congestion and Air Quality

Today, it is difficult to get around on Southern California's roads and freeways in timely fashion and with a minimum of stress and frustration. With almost 4.5 million people being added to the region, by 2010 what is now difficult will be impossible. The existing and currently planned transportation system will be unable to handle the traffic of 18.3 million people.

Analysis shows that the existing congestion on the freeways and arterials results not only from population and employment increases, but also from the unbalanced distribution of jobs and housing. Job/housing imbalance means that workers have to travel longer distances. As person-trips, vehicle hours traveled, and vehicle hours of delay increase, congestion worsens and worsens until it reaches 'gridlock'.

Congestion exacts costs from both employers and employees. For workers, the costs of longer commutes are lost time, higher fuel and transportation expenses, stress, and reduced leisure time. Employers have to absorb the cost of employee tardiness and diminished productivity, as well as higher business trip costs.

The family is also negatively impacted when its members are under the stress and strain of long commutes. The family where both parents work is becoming the norm rather than the exception. Longer commutes take time away from home and family members, result in higher child-care expenses, and eat into leisure and recreation time. The added financial and emotional pressures on the family can cause tension between its members.

Job/housing imbalance also contributes to air pollution. Increased vehicle miles traveled and congestion result in higher emissions, and put more strain on energy resources.

## **Housing**

Meeting the housing needs of a growing population with a changing household composition is another challenge. Besides providing the necessary added units, the region must also address questions of quantity, affordability, equitable distribution, and equal access to housing. These issues are addressed in the Regional Housing Needs Assessment prepared by SCAG and incorporated in the City and County General Plans. Because the housing stock in the region is aging, preservation, rehabilitation, code enforcement, and housing quality in general are other concerns.

## **Urban Form**

Another critical issue centers around the future uses of the land. Both at the neighborhood and city level, the dispersion or concentration of houses and commercial buildings, as well as the scale, pattern, and densities of these land uses, affect our quality of life. A report on the region's urban form, by the USC Planning Institute, identifies nineteen activity centers which have 17.5% of the region's jobs. The remaining 82.5% of employment is dispersed throughout the region in "activity nodes". With proper handling, these nodes could become new sub-centers of activity, and help to provide job/housing balance. The USC paper also presents the following strategies for urban form: encourage the expression of the cultural and ethnic make-up of the community; properly relate the landscape and major travel routes; highlight the architectural style of the area; and add medium-to-higher density residential development in commercial districts. (For more detail see Appendix 3.)

## **Socio-economic Polarization**

The economically fortunate tend to move up the social ladder, and this causes an increasingly 'bipolarized' population. When those who can afford it leave their poor neighborhoods for better, only the disadvantaged are left behind. Since minorities, the elderly, the disabled, and single-parent households can rarely improve their neighborhoods when resources dwindle and social services decline, there is a widening gap between the affluent and the poor. The declining neighborhoods see an increase in informal economic activity, 'shadow' housing markets, and crime.

The USC Planning Institute warns that growth-control policies benefit only well-to-do homeowners, who are unaffected by having fewer jobs in their area. The policies do reduce congestion and give easier access to services, but only for those who can live in affluent areas. (For more detail see Appendix 4.)



## **Open Space**

Growth also impacts the need to preserve open space, as well as agricultural and recreational land. This issue is addressed in the Sedway Cooke and Associates' paper. (For more detail see Appendix 5.) The designation of open space areas should be based on protecting such vital natural resources as wetlands, groundwater recharge areas, floodplains, woodland, production land, and lands containing unique or endangered plants and animals; and based as well on what is needed to avoid such environmental hazards as erosion, poor soils, and seismicity. The open space system should underlie all regional and local comprehensive land-use plans, and be consistent with the job/housing balance objective.

## **Other Issues**

For local jurisdictions, jobs generate more revenues than costs, while housing creates more costs than revenues. Thus an imbalance in jobs and housing disadvantages cities that are primarily residential. The difference in the tax burden among cities causes inequities in services and infrastructure.

Southern California's economic base is shifting from manufacturing to service. This continuing trend will cause changes in the types of jobs available. The labor force is changing, too, and will have more older workers, more women, and more new immigrants. The region needs to respond by providing innovative training and education to create a competitive, productive work force able to meet the challenges of new technology.

The intricate relationship among these issues means that goals and actions meant to address one issue inevitably affect another. For example, the goals of providing equal job, education, and housing opportunities affect mobility strategies and plans for government provision of services.

## **POLICIES**

As mentioned previously, the Baseline Projection of the region's future growth assumed that current demographic and economic trends would continue unchanged and that no new government policies would be implemented. Such a course would give us gridlock and unacceptable environmental and social damage. Thus, The Growth Management Plan intervenes with the trends, and its policies and strategies for guiding the distribution of growth in the region mitigate the impacts of that growth.

The Adopted Growth Forecasts of the Growth Management Plan underlie SCAG's functional plans, which are designed to mitigate the adverse effects of growth. One basic policy of the Growth Management Plan is to support the policies and implementation actions in:

- The Air Quality Management Plan
- The Regional Mobility Plan
- The Regional Housing Needs Assessment Plan
- The Regional Hazardous Waste Management Plan



An Environmental Impact Report (EIR) assesses the effects of the Growth Management Plan on the environment, and outlines measures to reduce the adverse effects of population and employment growth. The Plan in turn supports the policy recommendations of the Environmental Impact Report.

The general Growth Management Plan policies related to the EIR are:

- To support local jurisdictions and other service providers in their efforts to provide, equally to all members of society, accessible and effective services such as:
  - public education
  - housing
  - health care
  - child care
  - social services
  - law enforcement
  - fire protection
- To support efforts of local jurisdictions and community leaders to equitably represent minority groups among elected and appointed officials.
- To support efforts of local jurisdictions in the implementation of programs that increase the supply of affordable housing as evaluated in the Regional Housing Needs Assessment.
- To encourage the efforts of local jurisdictions, employers and service agencies to:
  - provide adequate training and retraining of workers and prepare the labor force to meet the future challenges of the regional economy
  - improve programs in all segments of the public and private educational systems to ensure the proper education and job preparation of the future labor force.
- To achieve better job/housing balance at the subregional level through:
  - encouragement and provision of incentives to attract housing growth in job-rich subregions
  - encouragement and provision of incentives to attract job growth in housing-rich subregions.
- To support policies and actions that preserve open space areas identified in local, state and federal plans and those in SCAG's Conservation and Open Space Plan.
- To preserve, wherever possible, prime agricultural land and open space areas separating communities and protect vital natural resources such as wetlands, groundwater recharge areas, woodlands, production lands, and land containing unique and endangered plants and animals.

- To encourage implementation of measures aimed at preservation and protection of recorded and unrecorded cultural resources and archaeological sites.
- To support a water policy for Southern California which calls for:
  - the provision of a dependable and reliable supply of water
  - preservation of the quality and integrity of surface and groundwater resources
  - a commitment to water conservation, and
  - accomplishment of water supply and quality improvements in a cost-effective manner.
- To advocate the formulation of wastewater treatment policies and to propose an update to the 1979 Areawide Waste Treatment Management Plan (208) to be consistent with the Regional Growth Management and Air Quality Management Plans.
- To advocate the development of a regional solid waste management plan.
- To support the policies and program of the Draft Southern California Regional Hazardous Waste Management Plan for the provision of safe hazardous waste treatment and disposal facilities.
- To encourage energy conservation and mitigation measures, beyond programs which are currently implemented, in order to reduce projected energy demand.
- To promote future patterns of urban development and land use which reduce costs of infrastructure construction and make better use of existing facilities, and to achieve a good match between future growth and the phasing of new facilities or expansion of existing ones.
- To encourage mitigation measures that reduce noise levels in locations exceeding noise standards.
- To support measures aimed at preservation of biological and ecological resources
- To promote measures that would reduce exposure to seismic hazards, minimize earthquake damage and develop emergency response and long range recovery plans.

Additional policies of the Growth Management Plan are:

- To the degree possible, achieve a balance, by subregion of the type of jobs with the price of housing.
- To encourage employment development in job-poor localities through support of labor force retraining programs and other economic development measures.
- To the extent possible, reflect current local jurisdictional policies related to population, housing and employment in the development of job/housing balance targets.

- Encourage growth to occur in and around:
  - activity centers
  - transportation node corridors
  - underutilized infrastructure systems
  - areas needing recycling and redevelopment
- Forecast permanent populations for areas with large seasonal population fluctuations (i.e., resort areas), however, appropriate infrastructure systems should be sized to serve the high-season population total.
- Limit development or use special design requirements for land with lower suitability for development (i.e., areas with steep slopes, high fire, flood and seismic hazards).





# CONTINGENCIES





## **CHAPTER IV**

### **CONTINGENCIES**

#### **INTRODUCTION**

A regional growth management program containing a plan to achieve job/housing balance can achieve many benefits: improve mobility and air quality, increase worker productivity and convenience, help to balance tax revenues among jurisdictions, and make the distribution of housing more equitable. But there are contingencies that could work against realizing such a program.

#### **CONTINGENCY ANALYSIS**

Certain of these contingencies have been explored by SCAG's consultants -- The Planning Institute of U.S.C., and the Cordoba Corporation. (Their detailed reports are included in appendices to this plan.)

##### **Growth Control Contingency (Appendix 6)**

In some areas of the region, adverse reaction to growth has led to "planning at the ballot box" -- initiatives to place strict limits on growth. Such actions could spread across the region, radically changing growth dynamics. The Planning Institute of the University of Southern California has prepared a report for SCAG that analyzes this issue.

The Planning Institute findings suggest:

- Cuts in the construction industry could double unemployment in all sectors of the economy across the region.
- Growth control could raise housing costs, leaving only the well-to-do and the young free to relocate. Left behind would be the poor, the elderly, single-parent families, and ethnic minorities.
- If the average household size rises, there will be an increase in population densities in the urban areas. (75% of the region's 2010 population will concentrate in the urban areas).
- If limits are placed on the construction of new housing, the rising demand for housing could cause a 50% reduction in the vacancy rate.
- If limits are placed on housing and commercial growth, local governments' tax revenues will fall behind population growth. Communities will be hard-pressed to maintain social services, which could lead to more crime and heightened racial tensions.



- If growth-control ordinances prevent businesses and housing from co-locating in developing areas, long commutes to work might be necessary. Ironically, this would worsen traffic conditions.

### **Economic Depression Contingency (Appendix 7)**

The diversity of its economy and the strength of its labor force make the SCAG region very strong in the world market. But events outside or inside the region could trigger an economic downturn. This analysis identifies four such triggers:

#### **Events outside the region:**

- Import/export quotas that reduce international trade
- A national economic depression that affects all business sectors

#### **Events inside the region:**

- An environmental catastrophe that cripples the region's industries and infrastructure
- Local economic mismanagement that drives away investment

The Institute projects that if new investments were reduced by 10% in all sectors, there would be a loss of 115,740 jobs (2.4%). The greatest losses would be in construction and manufacturing. The economic depression would be felt throughout the region, particularly in outlying, non-center areas. The effects would be far less in the Los Angeles and Burbank centers, and in other areas less reliant on construction and manufacturing.

### **Federal Budgeting Contingency (Appendix 7)**

California has the highest allocation of the federal military budget (\$24.7 billion in 1987). The direct expenditures in the SCAG region -- to the aerospace and other high-tech industries, to university and independent research institutions, and to military installations -- have indirect "multiplier" effects on the other economic sectors.

The contingency study examines two scenarios in which the emphasis of the military budget is changed. In the first, there is a shift from strategical nuclear weapons to advanced tactical forces. In this case, federal military contracts would go to many small to mid-size firms as opposed to a few large firms. It is argued that this change might benefit the SCAG region, as it would lead to further development in peripheral areas, improving the job/housing balance.

Under a second scenario, federal military expenditures in the aircraft, ship-building, and missile and space sectors are cut by 10%. The impact is a 0.18% loss in jobs regionwide, with the outlying, non-center areas hardest hit. The centers are less affected, with the exception of the South Bay and Fullerton areas, which sustain higher-than-average job losses.

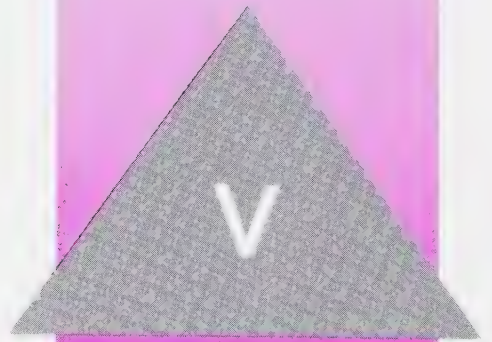
## **Earthquake Contingency (Appendix 8)**

A major earthquake centered on the San Andreas fault could strike the region at any time, and the growth projected for Southern California will make it increasingly vulnerable to earthquake damage and disruption. The Cordoba Corporation has analyzed the extent of social and infrastructure damages that a serious quake could cause. Social patterns and structures would be shattered by homelessness, unemployment, and exodus. Preparing for earthquakes through land-use planning, zoning and seismic-safety provisions in building codes, and regional emergency coordination could lessen the damage. Post-disaster recovery needs and remedial measures are also needed (i.e., federal disaster-relief funds, local government land-use planning, and private-sector participation in the role of insurance and charity).

SCAG is examining this contingency with SCEPP -- The Southern California Earthquake Preparedness Project -- and will develop action recommendations for local governments.



# GROWTH MANAGEMENT ALTERNATIVES







## **CHAPTER V**

### **GROWTH MANAGEMENT ALTERNATIVES**

#### **INTRODUCTION**

This chapter summarizes the six Growth Management alternatives that were considered in developing the recommended alternative.

Growth Management Alternatives 1 through 4 use the regional population, housing, and employment totals given in the Baseline Projection--18.3 million people, 7.3 million housing units, and 8.9 million jobs. They differ, however, in their allocation of population, housing and employment growth within the region. The remaining two alternatives project different regional totals (low and high), and incorporate the job/housing balance policy.

#### **ALTERNATIVE TARGET ALLOCATIONS**

##### **1. Growth Management Alternative #1 (GMA-1): The Baseline Projection**

The Baseline Projection is recognized as a possible alternative (GMA-1). Chapter II described the Baseline Projection, which is based on a continuation of trends through 1984 with no new policy intervention. The allocations for jobs, housing, and population in 2010 can thus be viewed as the result of a “business as usual” or no-action alternative.

##### **2. Growth Management Alternative #2 (GMA-2): The Mobility Sensitivity Test Alternative**

This report has noted the problems that stem from the growing job/housing imbalance reflected in the Baseline Projection. GMA-2 was developed to see how diverting some of the added jobs and housing in the Baseline Projection to achieve a better balance would benefit the region, particularly its transportation loads.

This alternative diverts 360,000 of future jobs from job-rich to job-poor areas, and 150,000 future dwelling units from housing-rich to housing-poor areas. No existing jobs or housing are affected. The redistribution merely modifies projected trends, affecting only 12% of the region’s employment growth (3.0 million jobs) and 6% of the housing growth (2.7 million dwelling units).

When the subregional distributions of GMA-2 (the Mobility Sensitivity Test Alternative) are used as the basis for transportation modeling, they yield substantial improvement of the transportation system. Under this alternative, both distances and commute times are reduced to more manageable levels, and air pollution from mobile sources is appreciably reduced.

##### **3. Growth Management Alternative #3 (GMA-3): A Preliminary “Local Plans” Alternative**

Some jurisdictions forecast less growth in population and jobs by the year 2010 than do the trends reflected in the Baseline (GMA-1). GMA-3 reflects these forecasts. This alternative lowers the

GMA-1 totals for Orange County by 219,100 people, 123,100 dwelling units, and 349,500 jobs. Since this decrease in Orange County, even if it could be implemented, would probably have no effect on total regional growth, the cutbacks have been redistributed to other counties.

To modify trend by this large amount, Orange County would need rigorous controls, especially to cut back job growth. The transportation benefits the county expects from this modification could lead to economic segregation on a large scale. The resulting rise in jobs in job-rich subregions of Los Angeles County could then worsen transportation loads in the built-up portions of the region.

#### 4. Growth Management Alternative #4 (GMA-4): An “Emerging Futures” Alternative

GMA-1, GMA-2, and GMA-3 forecasts are based on trend data up to 1984. The “Emerging Futures” alternative, GMA-4, is based on an analysis of data up to 1987, and gives extra weight or emphasis to the most recent patterns of population, housing, and employment development (between 1984 and 1987). Roughly the same proportion of added jobs and housing is shifted between subregions as in GMA-2. An acceleration of the most recent jobs and housing growth trends results in similar benefits in reducing traffic congestion and improving air quality as GMA-2.

#### 5. Growth Management Alternative Low (GMA-LOW J/H): Low Regional Total Alternative

This alternative projects for the year 2010 a regional population of 17.1 million people -- 1.12 million lower than SCAG’s Growth Management Alternatives 1 through 4. The lower total is based on the State Department of Finance’s 2010 projections at the county level, and was reached by lowering all ethnic fertility rates. (Net migration was not adjusted because SCAG and D.O.F.’s figures were similar.) The lower population projection yields lower figures for households and the regional labor force, which in turn change the projections for housing and jobs. The subregional forecasts incorporate the job/housing balance policy. (The differences between the SCAG and D.O.F. projections are explained in the next section.)

#### 6. Growth Management Alternative High (GMA-HIGH J/H): High Regional Total Alternative

This alternative projects a regional population of 20.2 million people in the year 2010 -- 1.9 million higher than SCAG’s Growth Management Alternatives 1 through 4. The population projection is based on the continuation of the past five-year trend. Jobs are based on a higher U.S. forecast by the Bureau of Labor Statistics. However, the jobs projected for the region under this alternative would not fully employ the high population that is projected, thus implying a high unemployment rate (11%). The subregional forecasts incorporate the job/housing balance policy.

#### 7. Growth Management Alternative # 4 Mod. Trend ( GMA 4- MOD TREND): Trend Alternative

This alternative was based on analysis of housing and employment data from 1970 to 1988, with more weight given to the years 1984-1988. There is no attempt to establish new policies and the regional totals are the same as the Baseline Projection. ( See Chapter VI )



## NOTE ON THE REGIONAL 2010 POPULATION TOTAL

Both the California Department of Finance (D.O.F.) and the Southern California Association of Governments (SCAG) issue population projections through the year 2010. The SCAG figure (18.3 million) is 1.2 million persons higher than D.O.F.'s (17.1 million). SCAG and D.O.F. use a standard procedure to project population, except that SCAG's model links economic data to population dynamics and takes into account differences in fertility, survival, and migration among the region's ethnic groups. The following explains the technical differences between SCAG and D.O.F.'s projection models.

**Methodological Differences<sup>1</sup>:** The SCAG projection model links economic data to population dynamics, and assumes that patterns of migration into and out of the region are influenced by labor market variables. The model combines a cohort component model for population projection and an econometric model that looks at the types of industries in Southern California that are expected to grow and by how much. The D.O.F. projections are based on a demographic cohort component model and do not incorporate an econometric element.

The SCAG econometric model generates an estimate of the number of workers needed to fill the projected job growth. The population total required to support the employment growth is then derived. This work results in the population total of 18.3 million for the SCAG region in 2010. The cohort component method, before adjustments to the results of the econometric model, generated a population total of 18.8 million in the year 2010. The migration assumptions of the demographic model were revised as a function of projected employment to reach a total of 18.3 million in the year 2010.

Another methodological difference between the SCAG and D.O.F. demographic projections is the treatment of the migration component. Whereas D.O.F.'s model projects net migration (the difference between in and out migration) by county for the total population, the SCAG model projects gross migration (in-migration and out-migration separately) for the four different ethnic groups.

**Assumptions Differences:** The cohort component method for projection of population entails the development of assumptions regarding future rates of fertility, survival, and migration. SCAG has developed assumptions about future components of growth (birth, death, and migration) for four different ethnic groups -- White, Black, Asian/Other, and Hispanic at the regional level. In developing the future birth, death, and migration rate assumptions in its modeling, the D.O.F. assumes average rates for each county which are averages for the total population without ethnic differentiation.

Comparison of results of the SCAG and D.O.F. models for the three components of growth reveals that what accounts for most of the difference between the two projections (1.2. million) is natural increase, which is the excess of births over deaths. Higher concentrations of ethnic groups with higher-than-average fertility rates account for higher levels of natural increase under SCAG's projection results. The projected migration levels are very similar in the two projections.

<sup>1</sup> Refer to chapters IV, V, and VI of the Draft Baseline Projection, SCAG, August 1986, for an explanation of methodology and assumptions underlying the projections.



TABLE V - 1

# GROWTH MANAGEMENT ALTERNATIVES POPULATION

SUBREGIONS	1984	1988	GMA-1 2010	GMA-2 2010
SAN FERNANDO VALLEY	1,177,400	1,272,400	1,465,100	1,536,900
GLENDALE/PASADENA	1,202,200	1,283,300	1,509,400	1,509,400
EAST S. GABRIEL VALLEY	739,300	820,500	1,216,900	1,171,200
SANTA MONICA BAY	1,297,400	1,387,000	1,550,500	1,622,100
CENTRAL LOS ANGELES	2,102,000	2,288,100	2,240,600	2,346,300
LONG BEACH/DOWNEY	1,075,800	1,153,300	1,260,400	1,260,400
NORTHWEST ORANGE	1,425,200	1,502,500	1,670,900	1,741,100
URBAN	9,019,300	9,707,100	10,913,800	11,187,400
OXNARD/VENTURA	370,600	385,700	558,700	558,700
SIMI/THOUSAND OAKS	208,900	251,200	350,000	350,000
SANTA CLARITA VALLEY	89,200	95,100	268,000	268,100
SANTA MONICA MTS.	58,100	88,400	105,100	105,100
WEST S. BERN. VALLEY	401,100	515,400	978,300	939,700
EAST S. BERN. VALLEY	379,400	451,100	680,500	660,000
RIVERSIDE CORONA	378,100	469,100	825,200	738,700
CENTRAL RIVERSIDE	195,800	237,100	664,300	618,500
SOUTHEAST ORANGE	641,300	736,300	1,379,300	1,410,100
URBANIZING	2,722,500	3,229,400	5,809,400	5,648,900
LOS PADRES	500	500	900	900
NORTH LOS ANGELES	118,900	165,700	330,400	330,400
ANGELES FOREST	2,400	2,200	2,300	2,300
S. BERN. FOREST	41,900	42,900	89,900	89,900
S. BERN. DESERT	192,100	230,500	469,500	407,200
RIVERSIDE DESERT	176,800	232,300	465,000	414,500
IDYLLWILD	6,800	7,600	14,800	14,800
IMPERIAL	101,700	111,100	160,000	160,000
MNTS/DESERTS	641,100	792,800	1,532,800	1,420,000
REGION	12,382,800	13,729,300	18,256,300	18,256,300
COUNTIES				
IMPERIAL	101,700	111,100	160,000	160,000
LOS ANGELES	7,862,700	8,555,900	9,948,700	10,152,200
ORANGE	2,066,400	2,238,800	3,050,200	3,151,200
RIVERSIDE	757,500	946,100	1,969,300	1,786,500
SAN BERNARDINO	1,014,500	1,240,000	2,218,200	2,096,800
VENTURA	580,000	637,400	909,600	909,600
REGION	12,382,800	13,729,300	18,256,300	18,256,300

TABLE V -1

GROWTH MANAGEMENT ALTERNATIVES  
POPULATION

GMA-3 2010	GMA-4 2010	GMA-4 MOD TREND 2010	GMA-LOW 2010	GMA-HIGH 2010
1,475,900	1,469,700	1,572,000	1,504,000	1,706,200
1,516,600	1,449,700	1,432,100	1,345,800	1,493,500
1,247,700	1,172,200	1,100,500	1,008,000	1,190,600
1,555,200	1,594,200	1,547,500	1,525,000	1,703,400
2,235,800	2,395,200	2,304,400	2,257,100	2,443,500
1,266,900	1,324,100	1,280,900	1,247,300	1,366,300
1,624,600	1,662,700	1,655,300	1,702,100	1,821,800
10,922,700	11,067,800	10,892,700	10,589,300	11,725,300
558,700	528,200	523,100	483,300	564,300
350,000	407,300	420,100	380,000	471,700
276,700	272,300	254,700	220,500	294,500
107,300	105,000	110,200	99,900	123,100
1,017,300	848,600	895,900	747,100	1,025,500
694,900	796,400	804,200	673,400	914,000
855,600	778,300	871,000	726,700	1,005,500
692,900	572,800	582,800	482,300	678,300
1,206,500	1,313,400	1,196,600	1,231,300	1,426,500
5,759,900	5,622,300	5,658,600	5,044,500	6,503,400
900	600	500	500	500
340,200	381,800	560,900	479,700	662,600
2,300	2,400	2,400	2,300	2,400
92,100	80,800	122,700	102,400	142,500
482,300	415,400	450,000	379,800	514,200
477,900	490,100	424,100	361,700	487,500
15,200	18,800	11,700	10,100	12,900
162,800	176,300	133,100	165,100	146,800
1,573,700	1,566,200	1,705,400	1,501,600	1,969,400
18,256,300	18,256,300	18,256,300	17,135,400	20,198,100
162,800	176,300	133,100	165,100	146,800
10,024,700	10,166,600	10,165,600	9,689,600	10,986,100
2,831,100	2,976,100	2,851,900	2,933,500	3,248,300
2,041,500	1,860,000	1,889,600	1,580,700	2,184,100
2,286,600	2,141,200	2,272,800	1,902,700	2,596,300
909,600	936,100	943,700	863,800	1,036,500
18,256,300	18,256,300	18,256,300	17,135,400	20,198,100

TABLE V - 2

# GROWTH MANAGEMENT ALTERNATIVES HOUSING

	1984	1988	GMA-1 2010	GMA-2 2010
SAN FERNANDO VALLEY	454,000	475,100	592,500	624,200
GLENDALE/PASADENA	442,500	456,200	574,200	574,200
EAST S. GABRIEL VALLEY	233,000	247,900	404,500	390,900
SANTA MONICA BAY	519,200	537,400	643,100	671,900
CENTRAL LOS ANGELES	777,100	826,200	854,900	896,700
LONG BEACH/DOWNEY	400,000	414,600	483,800	483,800
NORTHWEST ORANGE	506,000	536,600	634,300	663,200
URBAN	3,331,800	3,494,000	4,187,300	4,304,900
OXNARD/VENTURA	129,600	135,500	213,000	213,000
SIMI/THOUSAND OAKS	66,800	82,200	123,000	123,000
SANTA CLARITA VALLEY	29,200	29,300	99,600	99,600
SANTA MONICA MTS.	21,300	30,200	42,500	42,500
WEST S. BERN. VALLEY	134,100	174,700	368,900	354,000
EAST S. BERN. VALLEY	145,800	174,500	284,900	275,600
RIVERSIDE CORONA	130,400	160,900	318,600	287,500
CENTRAL RIVERSIDE	89,200	108,300	293,500	274,600
SOUTHEAST ORANGE	254,000	292,800	589,500	603,600
URBANIZING	1,000,400	1,188,400	2,333,500	2,273,400
LOS PADRES	300	300	400	400
NORTH LOS ANGELES	46,100	64,900	139,200	139,200
ANGELES FOREST	1,100	1,100	1,100	1,100
S. BERN. FOREST	43,600	46,200	98,800	98,800
S. BERN. DESERT	85,000	108,600	217,600	189,800
RIVERSIDE DESERT	100,800	134,400	267,500	237,800
IDYLLWILD	5,600	6,600	12,700	12,700
IMPERIAL	33,400	35,700	59,400	59,400
MNTS/DESERTS	315,900	397,800	796,700	739,200
REGION	4,648,300	5,080,000	7,317,500	7,317,500
COUNTIES				
IMPERIAL	33,400	35,700	59,400	59,400
LOS ANGELES	2,923,600	3,082,700	3,835,400	3,924,000
ORANGE	760,100	829,400	1,223,800	1,266,900
RIVERSIDE	326,000	410,200	892,300	812,600
SAN BERNARDINO	408,600	504,000	970,200	918,200
VENTURA	196,600	218,000	336,400	336,400
REGION	4,648,300	5,080,000	7,317,500	7,317,500

TABLE V - 2

GROWTH MANAGEMENT ALTERNATIVES  
HOUSING

GMA-3 2010	GMA-4 2010	GMA-4 MOD TREND 2010	GMA-LOW 2010	GMA-HIGH 2010
599,700	594,400	633,700	628,500	687,000
581,100	552,800	544,300	530,300	567,000
416,500	389,500	364,400	346,000	393,800
649,500	662,700	641,200	655,000	705,000
859,000	916,000	878,300	891,900	930,400
489,700	509,400	491,200	495,800	523,300
604,700	633,100	628,200	650,700	693,500
4,200,200	4,257,900	4,181,300	4,198,200	4,500,000
213,000	199,000	196,500	188,900	211,500
123,000	141,500	145,400	136,900	163,000
103,200	101,100	94,300	84,600	108,900
43,600	42,500	44,400	41,700	49,500
385,300	319,900	336,600	308,900	381,900
292,100	333,200	335,400	309,000	377,800
331,800	300,400	335,100	307,000	380,900
307,700	253,200	256,800	233,300	294,300
496,000	562,000	510,400	529,100	610,200
2,295,700	2,252,800	2,254,900	2,139,400	2,578,000
400	300	300	300	300
144,000	160,900	235,600	208,900	278,000
1,100	1,100	1,100	1,100	1,100
101,700	88,700	134,400	123,500	154,700
224,500	192,500	207,800	193,000	235,300
276,200	281,900	243,200	227,700	275,200
13,000	16,000	9,900	9,400	10,800
60,700	65,400	49,200	53,500	55,100
821,600	806,800	881,500	817,400	1,010,500
7,317,500	7,317,500	7,317,500	7,155,000	8,088,500
60,700	65,400	49,200	53,500	55,100
3,887,400	3,930,400	3,928,500	3,883,800	4,244,000
1,100,700	1,195,100	1,138,600	1,179,700	1,303,800
928,700	851,500	845,000	777,400	961,100
1,003,600	934,300	1,014,200	934,400	1,149,700
336,400	340,800	342,200	326,200	374,800
7,317,500	7,317,500	7,317,500	7,155,000	8,088,500



TABLE V - 3

# GROWTH MANGEMENT ALTERNATIVES EMPLOYMENT

SUBREGIONS	1984	GMA-1 2010	GMA-2 2010
SAN FERNANDO VALLEY	580,900	848,700	777,400
GLENDALE/PASADENA	485,400	610,700	625,800
EAST S. GABRIEL VALLEY	239,300	352,200	397,300
SANTA MONICA BAY	759,500	1,059,600	975,600
CENTRAL LOS ANGELES	1,435,300	1,731,800	1,645,900
LONG BEACH/DOWNEY	482,600	639,000	639,000
NORTHWEST ORANGE	680,200	1,136,400	1,036,000
URBAN	4,663,200	6,378,400	6,097,000
OXNARD/VENTURA	158,600	242,600	255,200
SIMI/THOUSAND OAKS	54,300	97,300	112,300
SANTA CLARITA VALLEY	23,400	97,200	97,200
SANTA MONICA MTS.	13,200	48,200	48,200
WEST S. BERN. VALLEY	132,800	309,000	379,500
EAST S. BERN. VALLEY	135,500	225,800	278,200
RIVERSIDE CORONA	133,900	208,000	259,800
CENTRAL RIVERSIDE	39,800	145,800	220,100
SOUTHEAST ORANGE	367,800	783,600	762,800
URBANIZING	1,059,300	2,157,500	2,413,300
LOS PADRES	100	200	200
NORTH LOS ANGELES	32,700	135,900	135,900
ANGELES FOREST	600	700	700
S. BERN. FOREST	8,600	13,800	13,800
S. BERN. DESERT	48,000	91,400	100,000
RIVERSIDE DESERT	71,800	109,500	126,500
IDYLLWILD	1,500	2,700	2,700
IMPERIAL	37,000	64,000	64,000
MNTS/DESERTS	200,300	418,200	443,800
REGION	5,922,800	8,954,100	8,954,100
COUNTIES			
IMPERIAL	37,000	64,000	64,000
LOS ANGELES	4,053,000	5,524,100	5,343,100
ORANGE	1,048,000	1,920,000	1,798,800
RIVERSIDE	247,000	466,000	609,100
SAN BERNARDINO	325,000	640,000	771,500
VENTURA	213,000	340,000	367,600
REGION	5,923,000	8,954,100	8,954,100

TABLE V - 3

# GROWTH MANAGEMENT ALTERNATIVES EMPLOYMENT

GMA-3 2010	GMA-4 2010	GMA-4 MOD TREND 2010	GMA-LOW 2010	GMA-HIGH 2010
852,100	755,200	851,100	793,400	822,600
612,300	632,100	616,800	607,200	632,100
361,000	403,500	389,800	380,700	414,900
1,063,400	1,006,500	1,058,100	994,200	1,026,500
1,735,600	1,676,500	1,677,200	1,625,400	1,651,600
645,300	684,500	659,300	621,500	640,700
893,600	946,100	988,600	922,700	956,100
6,163,300	6,104,400	6,240,900	5,945,100	6,144,500
263,800	243,000	242,100	230,000	252,900
108,100	135,300	120,800	126,100	142,700
98,100	99,900	113,400	101,000	123,100
48,600	48,100	26,700	30,600	34,900
381,200	294,800	370,500	354,700	407,500
300,100	253,600	219,500	260,500	294,400
238,300	217,100	211,100	261,000	295,900
189,300	150,000	136,600	163,600	196,300
676,900	755,800	818,500	722,100	771,100
2,304,400	2,197,600	2,259,200	2,249,600	2,518,800
200	100	100	100	100
137,200	167,600	126,400	163,200	198,500
700	600	600	600	600
18,000	25,100	12,100	25,600	30,400
127,000	184,100	85,700	114,900	132,600
140,500	191,800	160,700	168,900	191,600
3,600	7,600	6,300	5,900	6,800
64,000	77,000	70,800	65,600	67,200
491,200	653,900	462,700	544,800	627,800
8,958,900	8,955,900	8,962,800	8,739,500	9,291,100
64,000	77,000	70,800	65,600	67,200
5,554,400	5,474,500	5,519,400	5,317,900	5,545,500
1,570,500	1,701,900	1,807,100	1,644,800	1,727,000
571,700	566,500	514,700	599,400	690,700
826,300	757,600	687,800	755,600	865,000
372,000	378,400	363,000	356,200	395,700
8,958,900	8,955,900	8,962,800	8,739,500	9,291,100

TABLE V - 4

# GROWTH MANAGEMENT ALTERNATIVES JOB/HOUSING RATIOS

SUBREGIONS	1984	GMA-1 2010	GMA-2 2010
SAN FERNANDO VALLEY	1.28	1.43	1.25
GLENDALE/PASADENA	1.10	1.06	1.09
EAST S. GABRIEL VALLEY	1.03	0.87	1.02
SANTA MONICA BAY	1.46	1.65	1.45
CENTRAL LOS ANGELES	1.85	2.03	1.84
LONG BEACH/DOWNEY	1.21	1.32	1.32
NORTHWEST ORANGE	1.34	1.79	1.56
URBAN	1.40	1.52	1.42
OXNARD/VENTURA	1.22	1.14	1.20
SIMI/THOUSAND OAKS	0.81	0.79	0.91
SANTA CLARITA VALLEY	0.80	0.98	0.98
SANTA MONICA MTS.	0.62	1.13	1.13
WEST S. BERN. VALLEY	0.99	0.84	1.07
EAST S. BERN. VALLEY	0.93	0.79	1.01
RIVERSIDE CORONA	1.03	0.65	0.90
CENTRAL RIVERSIDE	0.45	0.50	0.80
SOUTHEAST ORANGE	1.45	1.33	1.26
URBANIZING	1.06	0.92	1.06
LOS PADRES	0.33	0.50	0.50
NORTH LOS ANGELES	0.71	0.98	0.98
ANGELES FOREST	0.55	0.64	0.64
S. BERN. FOREST	0.20	0.14	0.14
S. BERN. DESERT	0.56	0.42	0.53
RIVERSIDE DESERT	0.71	0.41	0.53
IDYLLWILD	0.27	0.21	0.21
IMPERIAL	1.11	1.08	1.08
MNTS/DESERTS	0.63	0.52	0.60
REGION	1.27	1.22	1.22
COUNTIES			
IMPERIAL	1.11	1.08	1.08
LOS ANGELES	1.39	1.44	1.36
ORANGE	1.38	1.57	1.42
RIVERSIDE	0.76	0.52	0.75
SAN BERNARDINO	0.80	0.66	0.84
VENTURA	1.08	1.01	1.09
REGION	1.27	1.22	1.22

TABLE V - 4

**GROWTH MANAGEMENT ALTERNATIVES  
JOB/HOUSING RATIOS**

GMA-3 2010	GMA-4 2010	GMA-4 MOD TREND 2010	GMA-LOW 2010	GMA-HIGH 2010
1.42	1.27	1.34	1.26	1.20
1.05	1.14	1.13	1.15	1.11
0.87	1.04	1.07	1.10	1.05
1.64	1.52	1.65	1.52	1.46
2.02	1.83	1.91	1.82	1.78
1.32	1.34	1.34	1.25	1.22
1.48	1.49	1.57	1.42	1.38
1.47	1.43	1.49	1.42	1.37
1.24	1.22	1.23	1.22	1.20
0.88	0.96	0.83	0.92	0.88
0.95	0.99	1.20	1.19	1.13
1.11	1.13	0.60	0.73	0.71
0.99	0.92	1.10	1.15	1.07
1.03	0.76	0.65	0.84	0.78
0.72	0.72	0.63	0.85	0.78
0.62	0.59	0.53	0.70	0.67
1.36	1.34	1.60	1.36	1.26
1.00	0.98	1.00	1.05	0.98
0.50	0.33	0.33	0.33	0.33
0.95	1.04	0.54	0.78	0.71
0.64	0.55	0.55	0.55	0.55
0.18	0.28	0.09	0.21	0.20
0.57	0.96	0.41	0.60	0.56
0.51	0.68	0.66	0.74	0.70
0.28	0.48	0.64	0.63	0.63
1.05	1.18	1.44	1.23	1.22
0.60	0.81	0.52	0.67	0.62
1.22	1.22	1.22	1.22	1.15
1.05	1.18	1.44	1.23	1.22
1.43	1.39	1.40	1.37	1.31
1.43	1.42	1.59	1.39	1.32
0.62	0.67	0.61	0.77	0.72
0.82	0.81	0.68	0.81	0.75
1.11	1.11	1.06	1.09	1.06
1.22	1.22	1.22	1.22	1.15





# **GROWTH MANAGEMENT PLAN FORECAST**





## **CHAPTER VI**

### **GROWTH MANAGEMENT PLAN FORECAST**

#### **INTRODUCTION**

The alternatives described in the previous chapter were reviewed by SCAG committees and local governments through the Outreach Program. After evaluating their comments, SCAG's Executive Committee directed that a new alternative be developed. This became the GMA-4 Modified Job/Housing Balance distribution of population, housing, and employment. GMA-4 Modified Job/Housing Balance is used in the Regional Housing Needs Assessment, the Regional Mobility Plan, and the Air Quality Management Plan.

GMA-4 Modified Job/Housing Balance used the most recent data to project trend. It then adjusted the distribution of jobs and housing implied by the trend to achieve levels of mobility and air quality comparable to those in GMA-2, the Mobility Sensitivity Test Alternative.

GMA-4 Modified Job/Housing Balance was then changed slightly to reflect comments received during its review, and is now the adopted Growth Management Plan Forecast (GMP forecast).

#### **JOB/HOUSING BALANCE DEFINITION**

Jobs and housing are in balance when an area has enough employment opportunities for most of the people who live there and enough housing opportunities for most of the people who work there. The region as a whole is, by definition, balanced. It follows that a subregion is balanced if its ratio of jobs to housing matches the region's -- 1.27 in 1984 and 1.22 in 2010. Job-rich subregions have ratios greater than the regional average; housing-rich subregions have ratios lower than the regional average.

Ideally, job/housing balance would include other factors, such as a match between an area's price of housing and the household income of those who work there. This would assure not only a numerical match of jobs and housing but also an economic match in type of jobs and housing. It would exclude households with no members in the labor force. Adding those factors to the definition would have required data management exceeding the resources available. However, this match can be achieved through review and adjustment during the implementation process.

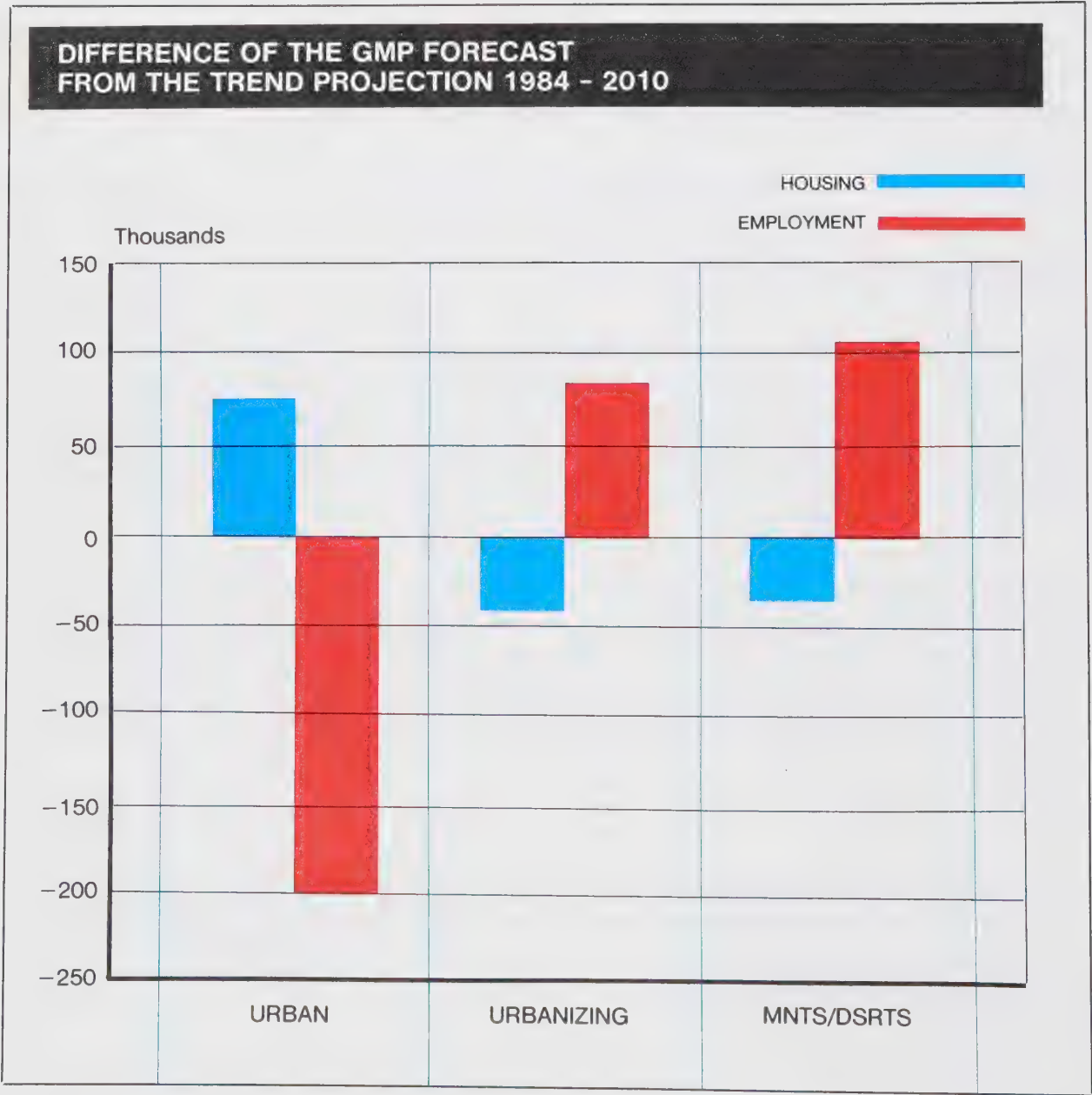
#### **METHODOLOGY**

STEP 1 (GMA-4 Modified Trend): Trend was projected by analyzing housing and employment data from 1970 to 1988, with more weight given to the years 1984-1988. Data through 1988 for population and housing is from the State Department of Finance; employment data is from the State Employment Development Department.



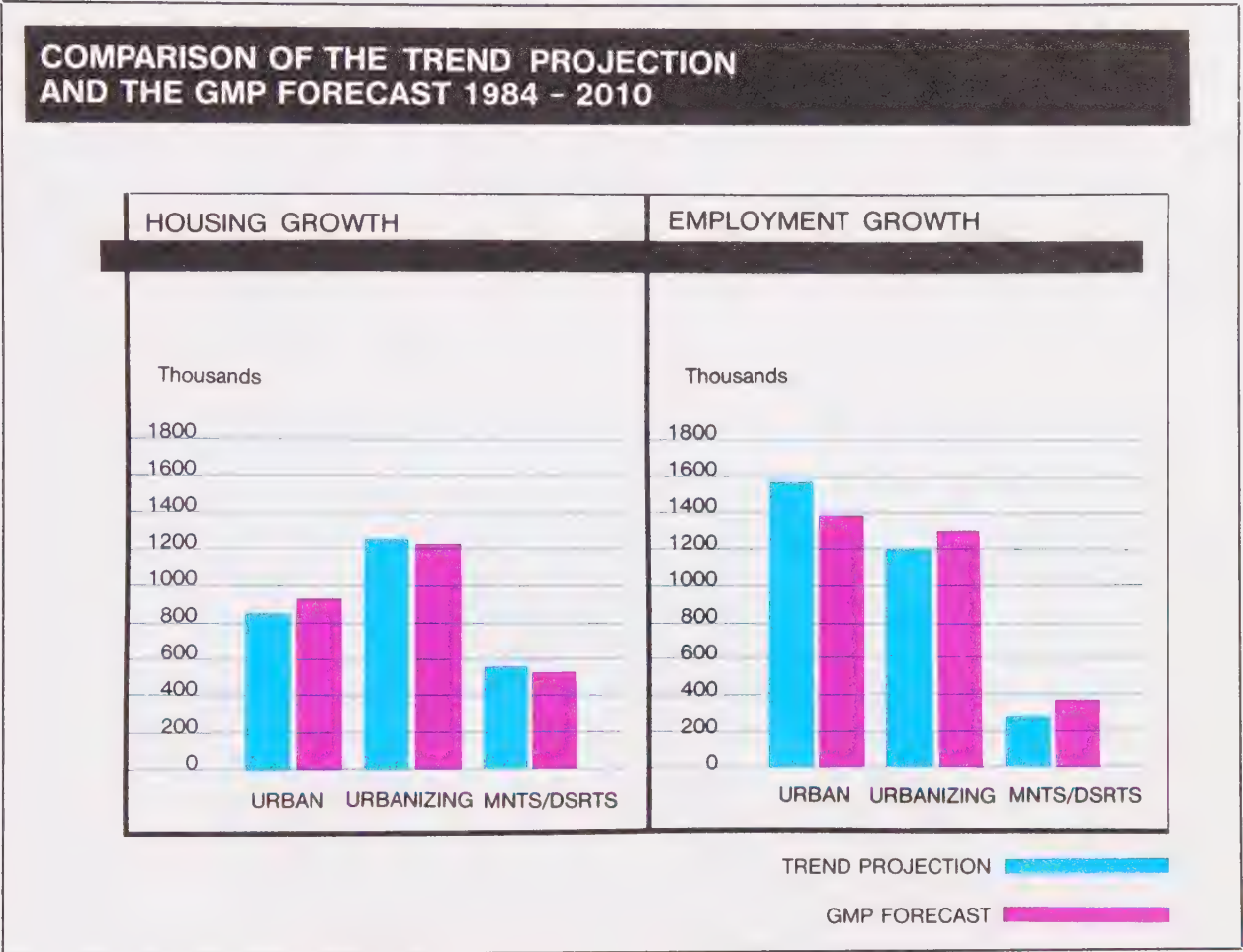
STEP 2 (GMA-4 Modified J/H): A standard model for incorporating the job/housing balance policy into the Trend projection was developed. Each subregion's job/housing ratio (added jobs divided by added housing units) under the Trend Projection was converged by 20% to the region's 2010 ratio. First, job growth between 1984 and 2010 was reallocated from job-rich to housing-rich areas. Then, housing growth for the same period was reallocated from housing-rich to job-rich subregions. This procedure was repeated twice to approach the GMA-2 Job/Housing balance ratios. This gave the housing and employment forecast for GMA-4 Modified Job/Housing Balance. (See Figures VI-1 and VI-2)

Figure VI - 1



The population forecast was developed from the housing forecast, applying appropriate subregional occupancy rates and average household size. The GMA-4 Modified J/H Balance forecasts were slightly modified to reflect comments reviewed during the Growth Management Plan's Environmental Impact Report review period and public hearings. These are the adopted Growth Management Plan (GMP) forecasts. (See Tables VI-1 to VI-4)

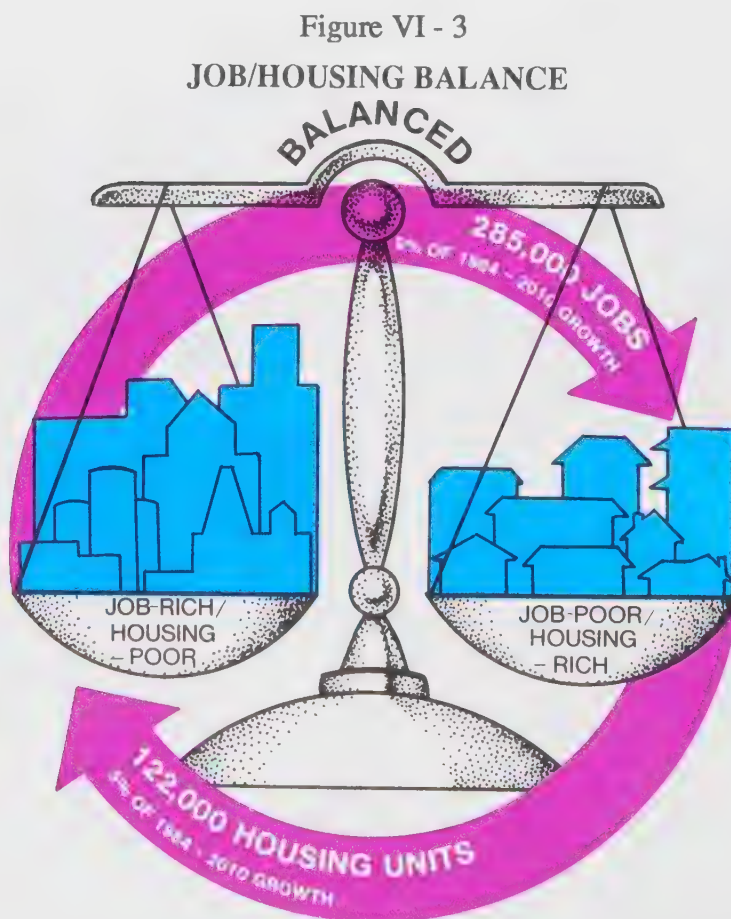
Figure VI - 2



## JOB/HOUSING BALANCE: REGIONAL IMPACTS

The GMP forecasts were used in transportation modeling to see how the transportation system would react to a more balanced distribution of jobs and housing within subregions. The GMP forecasts, by redirecting 9% of new jobs to housing-rich areas and 5% of new housing to job-rich areas, substantially improves the transportation system and air quality over baseline projections. Vehicles miles traveled are reduced by 33.4 million miles (8.5%), vehicle hours traveled are reduced by 7.2 million hours (37 %) and reactive organic gases (ROG) are reduced by 45.5 tons. Job/housing balance alone achieves 33% of the ROG reductions to be accomplished by all transportation, land use, and energy conservation measures.

The Growth Management Plan's subregional distributions of jobs and housing has other, secondary benefits. It would help reduce the cost of congestion by increasing worker productivity (due to savings in energy and time spent commuting); reduce strains on the family unit; reduce disparities in the tax burdens between cities and between counties; and foster more cohesive and balanced communities. (See Figure VI-3)





## JOB/HOUSING BALANCE: CAVEATS

While treating old problems with job/housing balance, new problems must be avoided through these means:

- Provide adequate investment and renewal in aging or depressed areas that happen to be job-rich, and design a system to assure that the needs of these areas are met.
- Beware of creating a net job loss in the region by overly restricting employment growth in areas such as ports or airports.
- Recognize that, as our economy changes and the number of small firms increase, local government actions affecting the location of employees may be less applicable.
- Where communities are already built up, redirect to them only enough housing growth to relieve the problems associated with in-commuting, and only if there is infrastructure adequate for the added housing units.
- To the degree possible, achieve a subregional balance of the type of jobs with the price of housing.
- Accommodate a fair share of low- and moderate-income housing in areas to which job growth will be redirected. Coordinate regional fair share with the growth management system to avoid imbalances of social groups and governmental service costs.
- In achieving job/housing balance, avoid measures that are punitive, legally questionable, or excessively burdensome.

Growth management measures are being used in many areas of the region. (Various techniques in use to shape urban growth are outlined in SCAG's publication: Planning Tools for Shaping Growth, December 1984. See also SCAG Job-Housing Survey, August 1988). Many actions proposed in this report simply incorporate the perspective of regional job/housing balance into some of the measures already in use.

## SUBREGIONAL DESCRIPTION

Infrastructure -- systems such as the transportation network, communications, public facilities, waste disposal, etc. -- should be designed, sized, and phased to serve the levels of population, housing, and employment shown in Tables VI-1 through VI-4. These Subregional Growth Management forecasts, which incorporate the job/housing balance policy will serve as the basis for the development of cities' and counties' forecasts in five-year intervals. (See Figures VI-4 and VI-5)

The growth management subregional forecasts are also used to derive the job/housing balance ratios, which are computed on added jobs and added housing units in a subregion. The ratios are the



performance goals that demonstrate progress in attaining job/housing balance. Transportation modeling shows that the ratio of jobs to housing is the key to improving the transportation network, and to reducing miles traveled, commute time, and pollution emissions.

The performance ratio can be arrived at through various distributions of jobs and housing. During implementation, these distributions will be monitored and re-evaluated, as will other indicators of progress toward job/housing balance.

## **1. Urban Subregions**

**San Fernando Valley:** The 2010 housing forecast for this subregion is 643,000 units, which is an addition of 189,000 units over the 1984 level. The employment forecast of 809,800 represents 228,900 added jobs between 1984 and 2010. The job/housing balance ratio of 1.28 in 1984 improves to 1.26 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is 1.21.

**Glendale/Pasadena:** The 2010 housing forecast for this subregion is 537,100 units, which is an addition of 94,600 units over the 1984 level. The employment forecast of 616,200 represents 130,800 added jobs between 1984 and 2010. The job/housing balance ratio of 1.10 in 1984 improves to 1.15 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is 1.38.

**East San Gabriel Valley:** The 2010 housing forecast for this subregion is 355,100 units, which is an addition of 122,100 units over the 1984 level. The employment forecast of 391,600 represents 152,300 added jobs between 1984 and 2010. The job/housing balance ratio of 1.03 in 1984 improves to 1.10 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is 1.25.

**Santa Monica Bay:** The 2010 housing forecast for this subregion is 666,100 units, which is an addition of 146,900 units over the 1984 level. The employment forecast of 1,012,500 represents 253,000 added jobs between 1984 and 2010. The job/housing balance ratio of 1.46 in 1984 reaches 1.52 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is 1.72.

**Central Los Angeles:** The 2010 housing forecast for this subregion is 898,100 units, which is an addition of 121,000 units over the 1984 level. The employment forecast of 1,634,500 represents 199,200 added jobs between 1984 and 2010. The job/housing balance ratio of 1.85 in 1984 improves to 1.82 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is 1.65.

**Long Beach/Downey:** The 2010 housing forecast for this subregion is 503,500 units, which is an addition of 103,500 units over the 1984 level. The employment forecast of 632,200 represents 149,600 added jobs between 1984 and 2010. The job/housing balance ratio of 1.21 in 1984 reaches 1.26 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is 1.45.

**Northwest Orange:** The 2010 housing forecast for this subregion is 645,200 units, which is an addition of 148,200 units over the 1984 level. The employment forecast of 941,500 represents 261,300 added jobs between 1984 and 2010. The job/housing balance ratio of 1.34 in 1984 reaches 1.44 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is 1.76.

## **2. Urbanizing Subregions**

**Oxnard/Ventura:** The 2010 housing forecast for this subregion is 191,900 units, which is an addition of 62,300 units over the 1984 level. The employment forecast of 235,000 represents 76,400 added jobs between 1984 and 2010. The job/housing balance ratio of 1.22 in 1984 remains at 1.22 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is 1.23.

**Simi/Thousand Oaks:** The 2010 housing forecast for this subregion is 140,000 units, which is an addition of 73,200 units over the 1984 level. The employment forecast of 130,500 represents 76,200 added jobs between 1984 and 2010. The job/housing balance ratio of .81 in 1984 improves to .93 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is 1.04.

**Santa Clarita Valley:** The 2010 housing forecast for this subregion is 89,800 units, which is an addition of 60,600 units over the 1984 level. The employment forecast of 102,200 represents 78,800 added jobs between 1984 and 2010. The job/housing balance ratio of .80 in 1984 improves to 1.14 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is 1.30.

**Santa Monica Mountains:** The 2010 housing forecast for this subregion is 42,900 units, which is an addition of 21,600 units over the 1984 level. The employment forecast of 31,800 represents 18,600 added jobs between 1984 and 2010. The job/housing balance ratio of .62 in 1984 improves to .74 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is .86.

**West San Bernardino Valley:** The 2010 housing forecast for this subregion is 327,700 units, which is an addition of 193,600 units over the 1984 level. The employment forecast of 379,000 represents 246,200 added jobs between 1984 and 2010. The job/housing balance ratio of .99 in 1984 improves to 1.16 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is 1.27.

**East San Bernardino Valley:** The 2010 housing forecast for this subregion is 323,400 units, which is an addition of 177,600 units over the 1984 level. The employment forecast of 270,300 represents 134,800 added jobs between 1984 and 2010. The job/housing balance ratio of .93 in 1984 reaches .84 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is .76.



**Riverside/Corona:** The 2010 housing forecast for this subregion is 321,000 units, which is an addition of 190,600 units over the 1984 level. The employment forecast of 272,900 represents 139,000 added jobs between 1984 and 2010. The job/housing balance ratio of 1.03 in 1984 reaches .85 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is .73.

**Central Riverside:** The 2010 housing forecast for this subregion is 258,800 units, which is an addition of 168,800 units over the 1984 level. The employment forecast of 179,500 represents 139,700 added jobs between 1984 and 2010. The job/housing balance ratio of .45 in 1984 improves to .70 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is .83.

**Southeast Orange:** The 2010 housing forecast for this subregion is 537,700 units, which is an addition of 283,700 units over the 1984 level. The employment forecast of 777,300 represents 409,500 added jobs between 1984 and 2010. The job/housing balance ratio of 1.45 in 1984 remains at 1.45 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is 1.44.

### 3. Mountain and Desert Subregions

**North Los Angeles:** The 2010 housing forecast for this subregion is 222,600 units, which is an addition of 176,500 units over the 1984 level. The employment forecast of 160,800 represents 128,100 added jobs between 1984 and 2010. The job/housing balance ratio of .71 in 1984 improves to .72 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is .73.

**San Bernardino Forest:** The 2010 housing forecast for this subregion is 104,000 units, which is an addition of 60,400 units over the 1984 level. The employment forecast of 18,900 represents 10,300 added jobs between 1984 and 2010. The job/housing balance ratio of .20 in 1984 reaches .18 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is .17. The estimate of first homes in that subregion in 1984 is 17,900 units and in 2010 42,800 units. The job/ housing balance computations using first homes are: .48 in 1984, .44 in 2010 and the performance ratio .41.

**San Bernardino Desert:** The 2010 housing forecast for this subregion is 199,500 units, which is an addition of 114,500 units over the 1984 level. The employment forecast of 117,200 represents 69,200 added jobs between 1984 and 2010. The job/housing balance ratio of .56 in 1984 improves to .59 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is .60. The estimate of first homes in that subregion in 1984 is 77,500 units and in 2010 192,400 units. The job/housing balance computations using first homes are: .62 in 1984, .61 in 2010 and the performance ratio .60.

**Riverside Desert:** The 2010 housing forecast for this subregion is 227,600 units, which is an addition of 126,800 units over the 1984 level. The employment forecast of 169,800 represents 98,000 added jobs between 1984 and 2010. The job/housing balance ratio of .71 in 1984 improves to .75 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is .77. The estimate of first homes in that subregion in 1984 is 78,000 units and in 2010 176,000 units. The job/ housing balance computations using first homes are: .92 in 1984, .96 in 2010 and the performance ratio 1.0.

**Idyllwild:** The 2010 housing forecast for this subregion is 9,600 units, which is an addition of 4,000 units over the 1984 level. The employment forecast of 4,300 represents 2,800 added jobs between 1984 and 2010. The job housing balance ratio of .27 in 1984 improves to .45 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is .70. The estimate of first homes in that subregion in 1984 is 3,200 units and in 2010 5,500 units. The job/ housing balance computations using first homes are: .47 in 1984, .78 in 2010 and the performance ratio 1.22.

**Imperial:** The 2010 housing forecast for this subregion is 51,900 units, which is an addition of 18,500 units over the 1984 level. The employment forecast of 65,600 represents 28,600 added jobs between 1984 and 2010. The job/housing balance ratio of 1.11 in 1984 reaches 1.26 in the year 2010. The job/housing balance performance ratio computed by dividing added jobs by added dwelling units from 1984 to 2010 is 1.55.



TABLE VI - 1

# GROWTH MANAGEMENT FORECAST POPULATION

SUBREGIONS	1984	1988	2010	GROWTH 84-2010
SAN FERNANDO VALLEY	1,177,400	1,272,400	1,593,900	416,500
GLENDAL/PASADENA	1,202,200	1,283,300	1,412,000	209,800
EAST S. GABRIEL VALLEY	739,300	820,500	1,071,500	332,200
SANTA MONICA BAY	1,297,400	1,387,000	1,606,400	309,000
CENTRAL LOS ANGELES	2,102,000	2,288,100	2,354,500	252,500
LONG BEACH/DOWNEY	1,075,800	1,153,300	1,312,100	236,300
NORTHWEST ORANGE	1,425,200	1,502,500	1,722,500	297,300
URBAN	9,019,300	9,707,100	11,072,900	2,053,600
OXNARD/VENTURA	370,600	385,700	510,600	140,000
SIMI/THOUSAND OAKS	208,900	251,200	404,100	195,200
SANTA CLARITA VALLEY	89,200	95,100	242,400	153,200
SANTA MONICA MTS.	58,100	88,400	106,400	48,300
WEST S. BERN. VALLEY	401,100	515,400	863,600	462,500
EAST S. BERN. VALLEY	379,400	451,100	774,800	395,400
RIVERSIDE CORONA	378,100	469,100	833,800	455,700
CENTRAL RIVERSIDE	195,800	237,100	581,400	385,600
SOUTHEAST ORANGE	641,300	736,300	1,259,700	618,400
URBANIZING	2,722,500	3,229,400	5,576,800	2,854,300
LOS PADRES	500	500	500	0
NORTH LOS ANGELES	118,900	165,700	529,600	410,700
ANGELES FOREST	2,400	2,200	2,400	0
S. BERN. FOREST	41,900	42,900	91,400	49,500
S. BERN. DESERT	192,100	230,500	441,800	249,700
RIVERSIDE DESERT	176,800	232,300	389,300	212,500
IDYLLWILD	6,800	7,600	11,300	4,500
IMPERIAL	101,700	111,100	140,200	38,500
MNTS/DESERTS	641,100	792,800	1,606,500	965,400
REGION	12,382,800	13,729,300	18,256,200	5,873,400
COUNTIES				
IMPERIAL	101,700	111,100	140,200	38,500
LOS ANGELES	7,862,700	8,555,900	10,231,200	2,368,500
ORANGE	2,066,400	2,238,800	2,982,200	915,800
RIVERSIDE	757,500	946,100	1,815,800	1,058,300
SAN BERNARDINO	1,014,500	1,240,000	2,171,600	1,157,100
VENTURA	580,000	637,400	915,200	335,200
REGION	12,382,800	13,729,300	18,256,200	5,873,400

TABLE VI - 2

# GROWTH MANAGEMENT FORECAST HOUSING

SUBREGIONS	1984	1988	2010	GROWTH 84-2010
SAN FERNANDO VALLEY	454,000	475,100	643,000	189,000
GLENDAL/PASADENA	442,500	456,200	537,100	94,600
EAST S. GABRIEL VALLEY	233,000	247,900	355,100	122,100
SANTA MONICA BAY	519,200	537,400	666,100	146,900
CENTRAL LOS ANGELES	777,100	826,200	898,100	121,000
LONG BEACH/DOWNEY	400,000	414,600	503,500	103,500
NORTHWEST ORANGE	506,000	536,600	654,200	148,200
URBAN	3,331,800	3,494,000	4,257,100	925,300
OXNARD/VENTURA	129,600	135,500	191,900	62,300
SIMI/THOUSAND OAKS	66,800	82,200	140,000	73,200
SANTA CLARITA VALLEY	29,200	29,300	89,800	60,600
SANTA MONICA MTS.	21,300	30,200	42,900	21,600
WEST S. BERN. VALLEY	134,100	174,700	327,700	193,600
EAST S. BERN. VALLEY	145,800	174,500	323,400	177,600
RIVERSIDE CORONA	130,400	160,900	321,000	190,600
CENTRAL RIVERSIDE	89,200	108,300	258,000	168,800
SOUTHEAST ORANGE	254,000	292,800	537,700	283,700
URBANIZING	1,000,400	1,188,400	2,232,400	1,232,000
LOS PADRES	300	300	300	0
NORTH LOS ANGELES	46,100	64,900	222,600	176,500
ANGELES FOREST	1,100	1,100	1,100	0
S. BERN. FOREST	43,600	46,200	104,000	60,400
S. BERN. DESERT	85,000	108,600	210,900	125,900
RIVERSIDE DESERT	100,800	134,400	227,600	126,800
IDYLLWILD	5,600	6,600	9,600	4,000
IMPERIAL	33,400	35,700	51,900	18,500
MNTS/DESERTS	315,900	397,800	828,000	512,100
REGION	4,648,300	5,080,200	7,317,500	2,669,200
COUNTIES				
IMPERIAL	33,400	35,700	51,900	18,500
LOS ANGELES	2,923,600	3,082,700	3,959,300	1,035,700
ORANGE	760,100	829,400	1,191,900	431,800
RIVERSIDE	326,000	410,200	816,200	490,200
SAN BERNARDINO	408,600	504,000	966,000	557,400
VENTURA	196,600	218,000	332,200	135,600
REGION	4,648,300	5,080,000	7,317,500	2,669,200

TABLE VI - 3

# GROWTH MANAGEMENT FORECAST EMPLOYMENT

SUBREGIONS	1984	2010	GROWTH 84-2010
SAN FERNANDO VALLEY	580,900	809,800	228,900
GLENDAL/PASADENA	485,400	616,200	130,800
EAST S. GABRIEL VALLEY	239,300	391,600	152,300
SANTA MONICA BAY	759,500	1,012,500	253,000
CENTRAL LOS ANGELES	1,435,300	1,634,500	199,200
LONG BEACH/DOWNEY	482,600	632,200	149,600
NORTHWEST ORANGE	680,200	941,500	261,300
URBAN	4,663,200	6,038,300	1,375,100
OXNARD/VENTURA	158,600	235,000	76,400
SIMI/THOUSAND OAKS	54,300	130,500	76,200
SANTA CLARITA VALLEY	23,400	102,200	78,800
SANTA MONICA MTS.	13,200	31,800	18,600
WEST S. BERN. VALLEY	132,800	379,000	246,200
EAST S. BERN. VALLEY	135,500	270,300	134,800
RIVERSIDE CORONA	133,900	272,900	139,000
CENTRAL RIVERSIDE	39,800	179,500	139,700
SOUTHEAST ORANGE	367,800	777,300	409,500
URBANIZING	1,059,300	2,378,500	1,319,200
LOS PADRES	100	100	0
NORTH LOS ANGELES	32,700	160,800	128,100
ANGELES FOREST	600	600	0
S. BERN. FOREST	8,600	18,900	10,300
S. BERN. DESERT	48,000	117,200	69,200
RIVERSIDE DESERT	71,800	169,800	98,000
IDYLLWILD	1,500	4,300	2,800
IMPERIAL	37,000	65,600	28,600
MNTS/DESERTS	200,300	537,300	337,000
REGION	5,922,800	8,954,100	3,031,300
COUNTIES			
IMPERIAL	37,000	65,600	28,600
LOS ANGELES	4,053,000	5,392,200	1,339,200
ORANGE	1,048,000	1,718,800	670,800
RIVERSIDE	247,000	626,500	379,500
SAN BERNARDINO	325,000	785,400	460,400
VENTURA	213,000	365,600	152,600
REGION	5,923,000	8,954,100	3,031,100

TABLE VI - 4




# GROWTH MANAGEMENT FORECAST JOB/HOUSING RATIOS

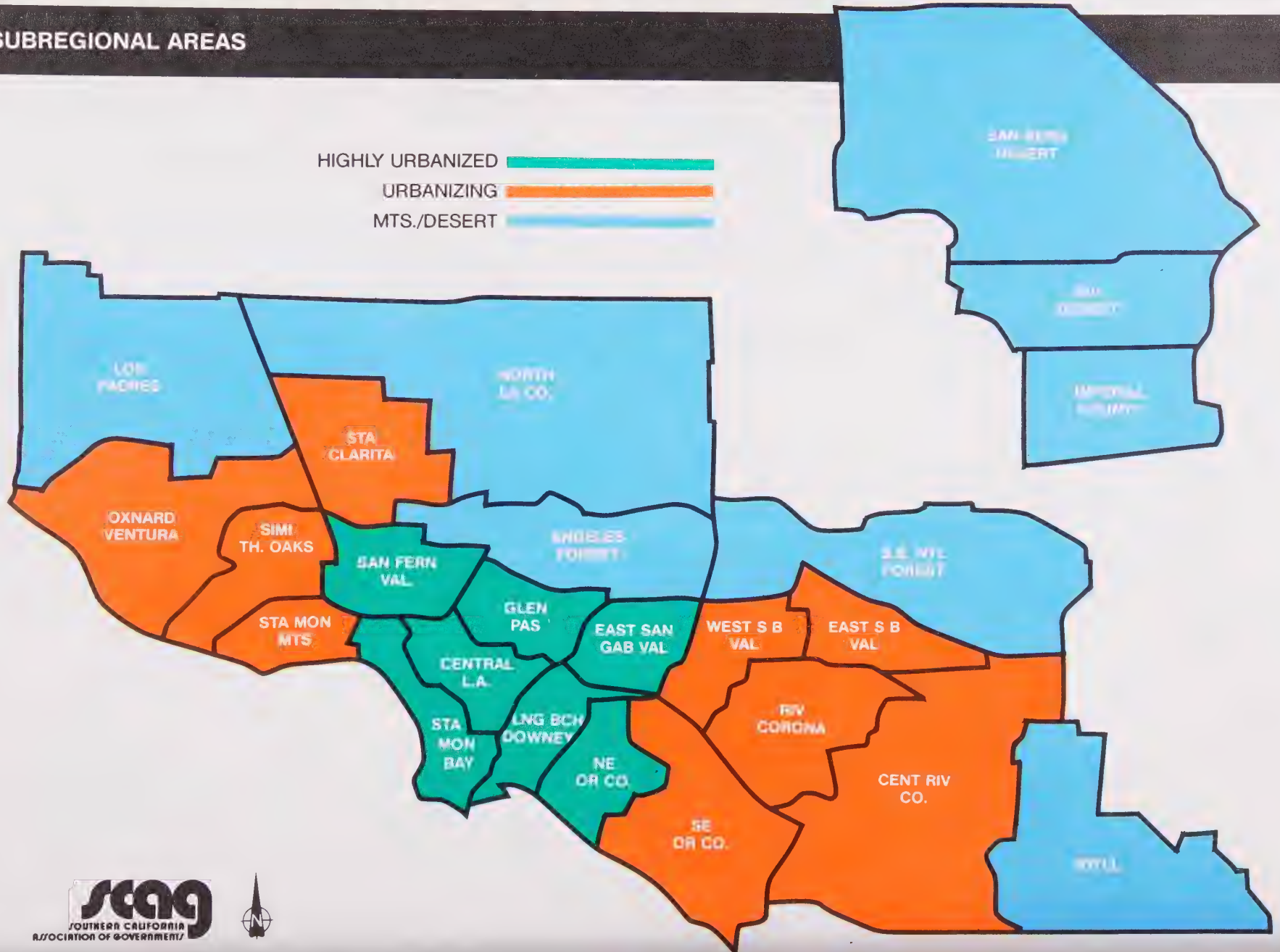
SUBREGIONS	1984	2010	GROWTH 1984-2010
SAN FERNANDO VALLEY	1.28	1.26	1.21
GLENDALE/PASADENA	1.10	1.15	1.38
EAST S. GABRIEL VALLEY	1.03	1.10	1.25
SANTA MONICA BAY	1.46	1.52	1.72
CENTRAL LOS ANGELES	1.85	1.82	1.65
LONG BEACH/DOWNEY	1.21	1.26	1.45
NORTHWEST ORANGE	1.34	1.44	1.76
URBAN	1.40	1.42	1.49
OXNARD/VENTURA	1.22	1.22	1.23
SIMI/THOUSAND OAKS	0.81	0.93	1.04
SANTA CLARITA VALLEY	0.80	1.14	1.30
SANTA MONICA MTS.	0.62	0.74	0.86
WEST S. BERN. VALLEY	0.99	1.16	1.27
EAST S. BERN. VALLEY	0.93	0.84	0.76
RIVERSIDE CORONA	1.03	0.85	0.73
CENTRAL RIVERSIDE	0.45	0.70	0.83
SOUTHEAST ORANGE	1.45	1.45	1.44
URBANIZING	1.06	1.07	1.07
LOS PADRES	0.33	0.33	
NORTH LOS ANGELES	0.71	0.72	0.73
ANGELES FOREST	0.55	0.55	
S. BERN. FOREST	0.20	0.18	0.17
S. BERN. DESERT	0.56	0.56	0.55
RIVERSIDE DESERT	0.71	0.75	0.77
IDYLLWILD	0.27	0.45	0.70
IMPERIAL	1.11	1.26	1.55
MNTS/DESERTS	0.63	0.65	0.66
REGION	1.27	1.22	1.14
COUNTIES			
IMPERIAL	1.11	1.26	1.55
LOS ANGELES	1.39	1.36	1.29
ORANGE	1.38	1.44	1.55
RIVERSIDE	0.76	0.77	0.77
SAN BERNARDINO	0.80	0.81	0.83
VENTURA	1.08	1.10	1.13
REGION	1.27	1.22	1.14



FIGURE VI - 4

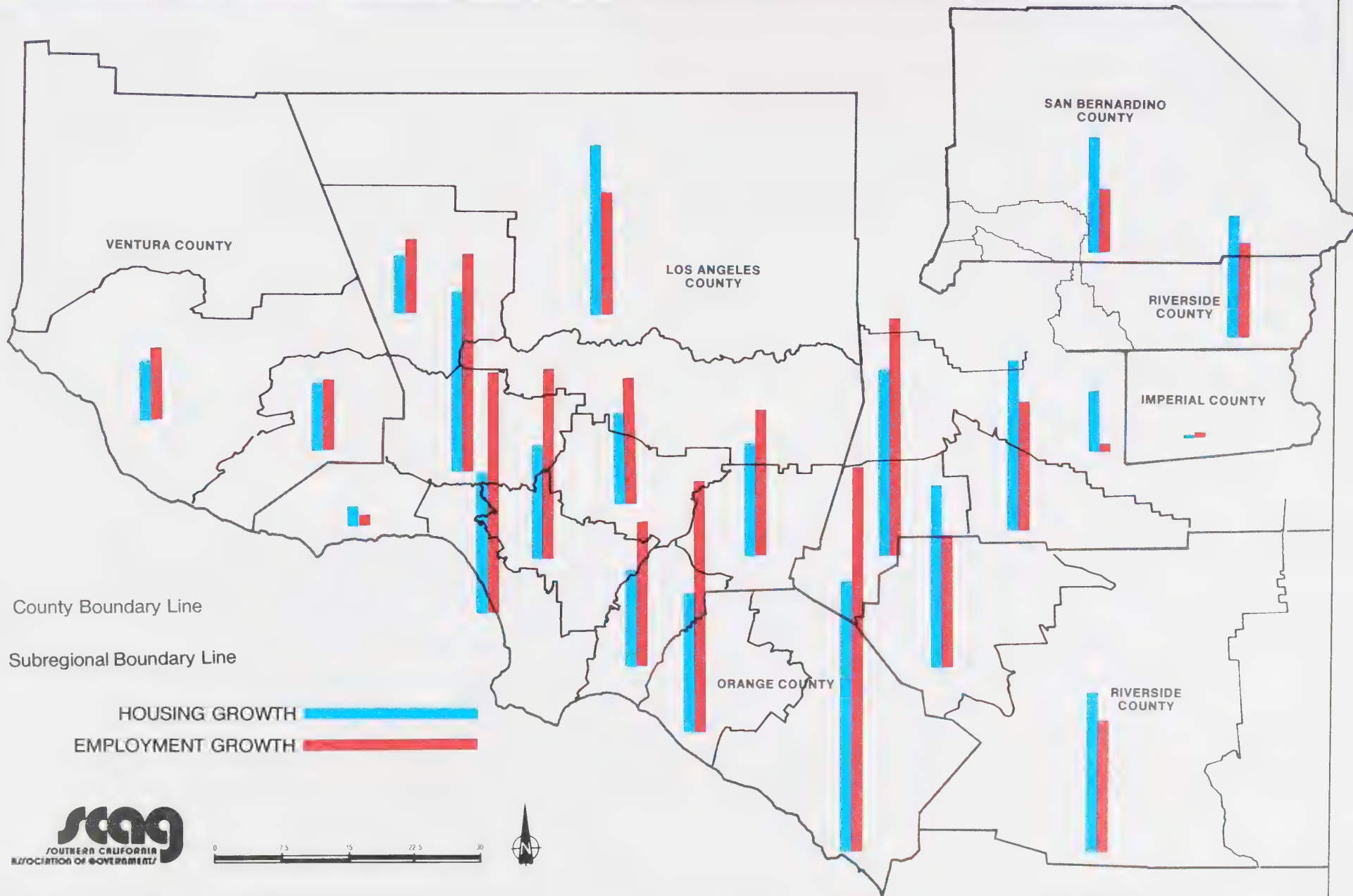
# SUBREGIONAL AREAS

HIGHLY URBANIZED   
 URBANIZING   
 MTS./DESERT 



# HOUSING AND EMPLOYMENT GROWTH BY SUBREGIONS 1984-2010

VI-15





**GROWTH MANAGEMENT  
PLAN IMPLEMENTATION  
PROCESS**







## ***CHAPTER VII***

### **GROWTH MANAGEMENT PLAN IMPLEMENTATION PROCESS**

#### **INTRODUCTION**

This chapter outlines the collaborative effort and the actions needed to implement the Job/Housing Balance policy, and support the objectives of the regional Air Quality and Mobility Plans.

Managing growth through job/housing balance is not a new idea, and is current practice in some cities. It improves air quality and reduces traffic congestion by shortening or eliminating commute trips. The State housing law instructs planning agencies to take job/housing balance into account in assessing future housing needs. The Air Quality Management Plan includes transportation, land-use, and energy-conservation measures aimed at shortening trips, reducing air pollution, and conserving the environment. The land use measures focus on job/housing balance. The Regional Mobility Plan incorporates job/housing balance for its effect of reducing congestion and improving the flow of traffic.

The implementation strategy described below identifies the agencies responsible for carrying out the action(s), and proposes a schedule. The strategy requires the participation of cities and counties, and involves regional and state agencies as well as various private-sector interest groups. It calls for the formation of subregional entities similar to the policy steering committees that guide transportation area studies.

The jobs/housing balance program sets subregional performance goals. The implementation process stresses the freedom of cities to choose attainment measures that best suit local conditions.

The initial implementation actions are to plan and implement job/housing balance measures, and to monitor and assess progress. After five years, the growth management plan will be re-evaluated, and additional actions can then be considered.

The recommended implementation program is considered politically feasible because:

1. It is carried out by existing authorities;
2. It is guided by existing regulatory measures;
3. It involves the cities and counties in the planning and implementation of the measures;
4. It is consistent with the timeline proposed in the AQMP; and
5. Implementation through incremental legislative and regulatory actions would be considered only if local actions fail.

## **DEFINITION OF JOB/HOUSING BALANCE PERFORMANCE GOALS**

Chapter VI of the Growth Management Plan shows the recommended distribution of population, housing, and employment by subregion for 2010. These distributions incorporate the policy of job/housing balance. These policy forecasts are used in modeling the transportation system. They allow planners to appraise the amount by which the transportation system can be improved through reducing commute distances and travel times, and the resulting reductions in air pollution. The objective indicator of job/housing balance in a subregion, over time, is its ratio (rather than amount) of added jobs to added dwelling units between 1984 and 2010. This incremental ratio is a standard against which to evaluate progress in attaining job/housing balance.

Alternative standards to evaluate progress in achieving job/housing balance may be considered. An example is the mix of jobs and housing within a project. Mixed land uses allow more residents to avoid commutes. Other possibilities: employment concentrations that reduce vehicle travel in the region because they are close to existing residential developments; documentation that the ratio of wage earners to households in an area is higher than that assumed under the Growth Management Plan's job/housing balance ratio. In any instance, there should be evidence that the goals and benefits of job/housing balance are attained.

## **THE IMPLEMENTATION PROCESS**

Implementing the Growth Management Plan entails an outreach effort, development of job/housing balance performance goals, and measures to attain them, and a monitoring and assessment system. (See Figure VII-1)

### **1. Outreach**

Chapters V and VI of the Growth Management Plan show that job/housing balance in subregions can substantially improve the transportation system. Distance traveled and commute time can be reduced, thus decreasing air pollution and congestion costs. This message must be gotten across to the public through a far-reaching educational effort.

SCAG's responsibility, with the aid of Subregional Entities, is to design and carry through an outreach program promoting the advantages of job/housing balance. SCAG can reach the general public and local officials by broadly advertising the gains that accrue to the cities and the region.

[Subregional Entities are envisioned as groups representing local governments, and public and private interest groups within a subregion, that meet formally to participate in the implementation of job/housing balance. These entities can be modeled on existing work groups, such as the Transportation Area Study Policy Committees or the Coachella Valley Association of Governments.]

## **2. Development of Job/Housing Balance Performance Goals**

Aided by Cities, Counties, and Subregional Entities, SCAG develops for each subregion, and for its cities, job/housing balance performance goals in five-year increments. These are calculated on the Growth Management Plan's incremental job/housing balance ratio. Cities within a subregion (with the participation of subregional entities, if the cities wish), can trade performance goals as long as the incremental ratio for the subregion is maintained, and the performance goals are consistent with the 1994 allocations in the Regional Housing Needs Assessment.

## **3. Development of Local Measures**

Cities and Counties select the measures they will use to achieve the job/housing balance performance goal. Several options can be considered; thus the course of action can be tailored to the jurisdiction's situation.

SCAG's task is to develop a menu of actions that local authorities can use to support the job/housing balance objectives. These are given in Appendices 1 and 2 of the Growth Management Plan.

Other responsibilities of SCAG at this stage of implementation are (1) to provide technical assistance and advice to Cities and Counties as they develop general plans incorporating the job/housing balance objectives; (2) to act as a clearinghouse for the drafting of ordinances to implement job/housing balance; and (3) to design model ordinances that fit different local conditions.

Cities and Counties, working with Subregional Entities, can form inter-governmental agreements to exchange performance goals, and negotiate provisions spelling out responsibilities and benefits distribution.

## **4. Monitoring**

With the aid of, and review by, Cities, Counties, and Subregional Entities, SCAG develops a system to evaluate progress in meeting the performance goals. The system will be consistent and replicable, and the evaluations will take place annually. This monitoring is meant to provide feedback on the effectiveness of the various implementation measures.

Among the elements to be monitored:

- the number of added dwelling units and jobs within a subregion; improvements in land use patterns;
- reduction of commute distances;
- improvements in travel time and air quality as measured through transportation modeling; and
- increases in transit use and ride-sharing and the use of alternative transportation modes above and beyond the goals given in the transportation management strategy of the Regional Mobility Plan.



## **5. Implementation**

Cities and Counties should develop general plans incorporating the regional and local job/housing balance objectives as well as elements of the Air Quality and Regional Mobility Plans. The decision on which measures to use for implementing job/housing balance rests with Cities and Counties.

SCAG's task is to promote implementation of the job/housing balance policy. Through the A-95 program, the agency can review projects and recommend them for federal funding, or recommend against them if they adversely impact a subregion's job/housing balance. Through the Transportation Improvement Program, SCAG can recommend for funding only those transportation projects that further job/housing balance.

Other agencies can aid subregions in attaining their performance goals: County Transportation Commissions through the programming of transportation funds; the South Coast Air Quality Management District by influencing the location of proposed commercial and industrial projects; the State Housing and Community Development Department, through the Regional Needs Assessment reviews, can affect the housing elements of local general plans. In addition, Regional Water Quality Control Boards and Sanitation Districts can help local jurisdictions make policy decisions.

## **6. Assessment of Consistency with Performance Goals**

Implementation guidelines should take into account differences among subregions, and among cities within a subregion. The following are proposed evaluation criteria:

- These projects should be exempt from review and mitigation: new low-income and senior-citizen housing, and proposals that add jobs in poor areas for the residents.
- Projects that add jobs or housing and meet the performance goals are handled by the normal permitting process, but cities must assure compatibility of land uses when approving new developments.
- When projects that a city wishes to approve contribute to job/housing imbalance at the subregional level, conditional permits should be required until mitigation measures bring the subregion's job/housing balance within the incremental ratio.

In job-rich subregions, cities and counties could grant permits to projects that cause an excess of jobs if:

- the performance goals and incremental job/housing balance ratios are maintained, and growth does not exceed the area's infrastructure capacity.
- mitigation measures ensuring housing development, or balance promoting infrastructure improvements such as building or renovating schools, are met.

The implementation process allows the cities in a subregion to negotiate performance goals and measures. Thus additional housing units could be developed within the city, or in other areas within the subregion. Developers of commercial and industrial projects could also bring economic development to a job-poor subregion, or housing development to a job-rich subregion, as a mitigation action.

In housing-rich subregions, cities could permit projects that lead to an excess of housing if:

- the performance goals and incremental job/housing balance ratios are maintained, and growth does not exceed the areas's infrastructure capacity;
- mitigation measures insuring economic development, or balance promoting infrastructure improvements such as underground utility lines, are met.

Private housing developers could create in the city, or in other areas within the subregion, the number of jobs that would restore the subregion's job/housing balance incremental ratio. Another mitigation option would be to develop housing in another housing-poor subregion, or jobs in another housing-rich subregion.

Housing projects in job-rich subregions, and job development projects in housing-rich subregions, need not be reviewed or issued conditional permits if they help to achieve balance at the subregional level. Such projects should be encouraged and granted additional incentives.

Cities can incorporate the job/housing balance policy in their general plans through the following measures:

- Emphasize concentrated employment centers and strengthen existing ones through these means:
  - site new developments where they will make the use of pool vehicles and transit attractive, and provide job concentrations that ensure such use;
  - provide Transportation System Management programs that exploit the inherent nature of major activity centers;
  - site new employment centers near transportation corridors that can carry pool vehicles and transit;
  - locate new employment centers where commute trips from existing residential areas will be shorter.
- Provide housing close to concentrated employment centers, in locations and at densities that encourage the use of vehicle-pools and transit.
- Encourage mixed-use developments and other planning techniques to make employment centers easy to walk to or reach by transit.

## **7. Reassessment**

In five years, the performance goals will be reassessed in light of the monitoring process results. By that time, data from the 1990 census will be available as a benchmark for re-evaluating the subregions' job/housing balance, incremental ratios, and performance goals.

### **LOCAL GOVERNMENT IMPLEMENTATION MEASURES**

The following are some of the measures cities and counties could pursue to reach the performance goals.

- For proposals that worsen a subregion's job/housing balance, require mitigation measures to be borne by the project.
- Establish regional and local priorities for building infrastructure that supports job/housing balance.
- Locate new major facilities (such as airports, industrial parks, shopping centers, etc.) that are job-inducing in job-poor subregions.
- Identify growing industries and attract them with incentives, such as tailoring local economic activities to the industries' requirements.
- Educate and train workers so that businesses can find a ready labor force where they wish to locate.
- In job-rich subregions, encourage housing development (in accordance with allocations in the Regional Housing Needs Assessment) by giving developers additional incentives.
- Reduce limitations on housing construction in job-rich areas.
- Link the transportation measures regarding demand-management to the measures for job/housing balance.

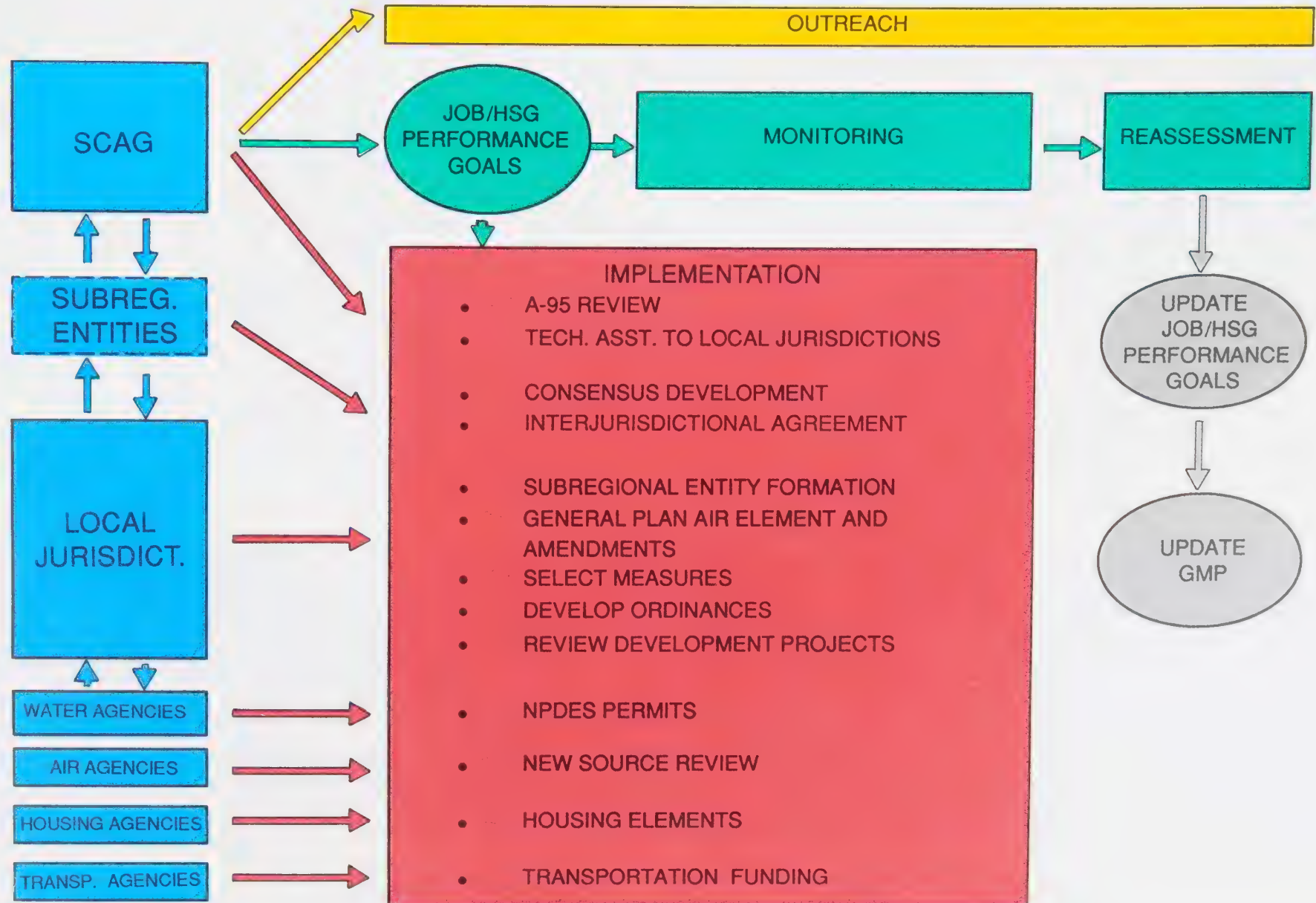
Cities and counties can choose from a variety of other measures for implementing job/housing balance. These are outlined in Appendices 1 and 2 of the Growth Management Plan.



# JOB/HOUSING IMPLEMENTATION PROCESS

## ENTITIES

## ACTIONS







**SUMMARY OF GROWTH  
MANAGEMENT PLAN  
ENVIRONMENTAL  
IMPACT REPORT**





## ***CHAPTER VIII***

### **SUMMARY OF GROWTH MANAGEMENT PLAN ENVIRONMENTAL IMPACT REPORT FINDINGS**





Table 1. Findings on Specific Draft Growth Management Plan Impacts Identified in the EIR

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
POPULATION, EMPLOYMENT, AND HOUSING			
Net increase of 5.87 million persons, 2.67 million housing units, and 3.03 million jobs.	Refer to measures in this and other chapters identified under the following impact categories: population, employment, and noise, and ecological resources.	Yes	Such changes or alterations are within the responsibility and jurisdiction of another public agency and not the agency making the finding. Such changes have been adopted by such other agency or can and should be adopted by such other agency (State CEQA Guidelines, Section 15091[a](2)).  Local, regional, and state agencies exercise authority over land use and infrastructure planning, funding, and construction of new facilities, and implementation of various other mitigation measures (e.g., those required to reduce traffic congestion and improve air quality).
Proportional decline of the White population and growth of the Hispanic, Black, and Asian/other populations.	Local jurisdictions and other service providers should provide accessible and effective services to members of all ethnic groups in the population particularly to those that have special needs (e.g., immigrants and lower-income households); and	Yes	15091(a)(2); in addition, entities other than public agencies are responsible for implementing mitigation measure.
	Local jurisdictions and community leaders should support efforts to increase the representation of minority groups among elected and appointed positions where such representation has been substantially lower than the proportion of such groups in the general population; and	Yes	15091(a)(2); in addition, entities other than public agencies are responsible for implementing mitigation measure.
	Local jurisdictions should implement RHNA and other programs that would increase housing opportunities for lower-income ethnic minority households, particularly in areas of the region outside Los Angeles County.	Yes	15091(a)(2)

Table 1. Continued

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
Growth of the 65+ age group and decline of the 0-17 age group.	Local jurisdictions and other service providers should provide accessible and effective health care and social services to members of all age groups in the population, particularly to those that have special needs (e.g., immigrants, lower-income households, and the elderly); and	Yes	15091(a)(2); in addition, entities other than public agencies are responsible for implementing mitigation measure.
	Public agencies and private organizations should support or provide adequate public education, job training, housing, child care, and public assistance programs for children, families, and younger adults as needed.	Yes	15091(a)(2); in addition, entities other than public agencies are responsible for implementing mitigation measure.
Decreased household size could increase the demand for housing and per capita housing costs and the demand for social services.	Local jurisdictions and service providers should improve and expand the supply of affordable housing, as called for in the RHNA, as well as social services, particularly for single-parent families and the elderly. Measures such as the following could be considered:	Yes	15091(a)(2); in addition, entities other than public agencies are responsible for implementing mitigation measure.
	<ul style="list-style-type: none"> <li>o identify local housing needs and develop programs to address these needs in conjunction with nonprofit and for-profit developers. Objectives of such programs could include maintaining and improving existing subsidized and below-market-rate housing, constructing new below-market-rate units, providing financial and technical housing assistance to lower income households, promoting redevelopment projects that improve or increase the stock of affordable housing, and acquiring or reserving sites for affordable housing projects (landbanking);</li> <li>o expand existing funding and develop new funding sources as needed to support housing programs; and</li> <li>o implement measures identified below under "Health Care and Social Services."</li> </ul>		
Potential for decreased housing affordability.	Refer to measures identified immediately above.	Yes	15091(a)(2); in addition, entities other than public agencies are responsible for implementing mitigation measure.

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
Growth in the share of employment in the services sector and decline of the share of employment in the manufacturing sector (as well as changes within the sector).	<p>Local jurisdictions, employers, and service agencies should implement measures to upgrade skill levels and adapt to changes in the economy, such as:</p> <ul style="list-style-type: none"> <li>o job retraining of low-skilled workers for middle- and high-skilled jobs; and</li> <li>o job retraining of displaced workers due to structural changes in the economy; and</li> <li>o improving primary, secondary, and higher education programs to prepare the future labor force for future job opportunities; and</li> <li>o providing opportunities in small-to-medium sized businesses where most new job creation would occur.</li> </ul>	Yes	15091(a)(2); In addition, entities other than public agencies are responsible for implementing mitigation measure.
Increased jobs/housing imbalance over 1984 among subregions and counties.	<p>Subregional and local jurisdictions should implement strategies to improve the regional and subregional J/H imbalance. The following measures could be considered:</p> <ul style="list-style-type: none"> <li>o in housing-poor areas, increase the amount and density of planned future residential development and/or reduce the amount of planned future commercial and industrial development through general plan revisions, zoning ordinances, and development incentives or conditions. Implementation of such measures could be a condition of consistency with regional plans and regulatory compliance;</li> <li>o in job-poor areas, increase the amount of planned future commercial and industrial development and/or reduce the amount of planned future residential development through general plan revisions and zoning ordinances, and development incentives or conditions. Implementation of such measures could be a condition of consistency with regional plans and regulatory compliance, as applicable;</li> </ul>	Yes	15091(a)(2)



Table 1. Continued

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
	<ul style="list-style-type: none"> <li>o impose developer fees on commercial and industrial projects in job-rich subregions to cover external costs associated with imbalanced development, and use fee revenues to build regional transportation infrastructure, mitigate air pollution effects of imbalanced growth, increase economic development programs in job-poor subareas, and facilitate housing development in job-rich subareas;</li> <li>o impose developer fees on housing projects in housing-rich subregions to cover external costs associated with imbalanced development and use fee revenues as described above;</li> <li>o revise and enforce air quality regulations (e.g., the South Coast Air Quality Management District New Source Review Rule and the Regional Air Standards Attainment Plan) to support J/H balance by restricting economic development in job-rich areas and favoring economic development in job-poor areas;</li> <li>o monitor J/H balance performance as a condition of "Reasonable Further Progress" under the 1988 AQMP and restrict the flow of federal funds to those areas which fail to comply;</li> <li>o encourage redevelopment projects in job-poor areas;</li> <li>o reallocate property and sales tax revenues from job-rich to job-poor areas by developing an intra-regional tax-revenue sharing system similar to the one established in the Minneapolis-St. Paul, Minnesota region since 1975;</li> </ul>		

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
	<ul style="list-style-type: none"> <li>o implement growth management programs on a regionwide level by using local police powers to provide for more balanced growth (e.g., by phasing or structuring capital improvement programs so as to shape the pattern and timing of growth and by enacting ordinances requiring that growth be restricted as necessary to maintain minimum levels of service provided by local infrastructure systems);</li> <li>o expand and improve infrastructure system (e.g., transportation, wastewater, schools, and recreation facilities), giving highest priority to projects that would promote job growth in job-poor areas or would promote housing growth in housing-poor areas, limiting funding for projects that would generate employment growth in job-rich areas or would generate housing growth in housing-rich areas by jointly developing and funding a regional capital improvement program or establishing intergovernmental agreements;</li> <li>o locate new major job-inducing public facilities (e.g., universities, airports, and government service and trade centers) in job-poor areas;</li> <li>o encourage economic development in outlying job-poor areas by promoting the development of an extensive and active telecommunications network in the region that facilitates business location and development of those areas;</li> <li>o target limited state and federal economic development funds (where possible), with the highest priority being given to projects that promote job growth in job-poor areas (targeting jobs that match the skill levels of the unemployed and under-employed in those areas) and assist residents of job-poor areas in relocating to areas with expanding job opportunities;</li> </ul>		

Table 1. Continued

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
LAND USE AND CULTURAL RESOURCES	<ul style="list-style-type: none"> <li>o establish consistency with regional J/H balance objectives as a prerequisite or condition of incorporations approved by Local Agency Formation Commissions; and</li> <li>o implement measures that would further housing development objectives of the RHNA, including the increased use of redevelopment revenues for development of affordable housing.</li> </ul>		
	Urbanization of approximately 650,000 acres and conversion of agricultural and open space lands	None available. The following measures would partially reduce this impact, but not to a less-than-significant level.	
	<ul style="list-style-type: none"> <li>o Refer to measures identified under the following impact categories: land use and cultural resources, ecological resources, and geology and hydrology.</li> <li>o Local jurisdictions should consider limiting the extent of the adverse effects of urbanization of open, vacant, undisturbed, or agricultural lands by encouraging infill development at increased densities in areas that are already urbanized or are designated for urbanization rather than development of rural or outlying areas; implementing land use controls that discourage development of prime agricultural land; and encouraging the preservation and development of open space areas and parks within highly urbanized areas.</li> </ul>	No	15091(a)(2); mitigation measures would partially reduce the impact, but not to a less-than-significant level.
Incorporations and annexations	Eligible voters, local jurisdictions, Local Agency Formation Commissions, and applicable regional and state agencies should authorize incorporations, annexations, and special district formations or changes that would result in the maximum feasible conservation of undeveloped land, the most efficient delivery of public services, and the least fiscal imbalance among all affected jurisdictions.	Yes	15091(a)(2); in addition, entities other than public agencies are responsible for implementing mitigation measure.

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
Possible damage, destruction, or removal of recorded and unrecorded cultural resources	<p>Local jurisdictions should require that the following measures be undertaken, prior to approving development, to protect cultural resources:</p> <ul style="list-style-type: none"> <li>o map areas of prime cultural resource significance;</li> <li>o consult with the appropriate archeological or historical information center and clearinghouse (i.e., University of California at Los Angeles, University of California at Riverside, San Bernardino County Museum, or Imperial Valley College Museum) to identify known cultural resources and potential cultural resources that could be found on land proposed for development; and</li> <li>o implement an archeological field survey if a development area is identified as "sensitive." If the field survey identifies significant cultural resources, preservation and mitigation measures should be recommended.</li> </ul>	Yes	15091(a)(2)
PUBLIC SERVICES			
Water Supply			
Regional water supply shortfall of approximately 1.2 million acre-feet (MAF) (12.6 percent shortfall) in 2010, of which 0.8 MAF (18.6 percent shortfall) would occur in the coastal plain subregion and 0.4 MAF (7.7 percent shortfall) in the outlying subregion	<p>The Metropolitan Water District of Southern California and other water providers in the region should increase dependable annual supplies at a regional level by 2010 to approximately 9.5 MAF and make the fullest use of existing resources by implementing the following measures as needed:</p> <ul style="list-style-type: none"> <li>o Increase State Water Project (SWP) yields through implementation of a Coordinated Operation Agreement between the State and the U. S. Bureau of Reclamation; completion of various Delta facility capacity improvements, offstream storage programs, Central Valley Project and other SWP programs; and implementation of water transfer agreements;</li> </ul>	Yes	15091(a)(2); in addition, entities other than public agencies are responsible for implementing mitigation measure.



Table 1. Continued

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
Water Quality	<ul style="list-style-type: none"> <li>o obtain maximum use of Colorado River supplies;</li> <li>o store up to 3.0 MAF of surplus water in groundwater basins; and</li> <li>o make optimum use of existing resources and minimize adverse effects of supply shortfalls by local wastewater reclamation, groundwater protection, groundwater treatment, water conservation, surface water storage, and drought contingency planning projects.</li> </ul>		
	Degradation of surface water, groundwater, and marine water quality	Yes	15091(a)(2)
	Under direction of the U. S. Environmental Protection Agency, the State Water Resources Control Board, Regional Water Quality Control Boards, and local and regional agencies should administer National Pollutant Discharge Elimination System permits for point dischargers and implement comprehensive basin plans for groundwater protection and treatment; and	Yes	15091(a)(2)
	Applicable jurisdictions and agencies should continue their influence and expand local coastal zone planning and management programs in conjunction with the state to prevent or reduce adverse effects on coastal water quality and to preserve or improve areas of special importance such as bays and estuaries; and	Yes	15091(a)(2)
	Local jurisdictions should implement regional air quality mitigation measures to reduce or eliminate the potential adverse water quality effects of lead fallout and acid precipitation; and	Yes	15091(a)(2)

IMPACT CATEGORY / Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
	Local jurisdictions and water providers should mitigate groundwater quality problems by improving groundwater basin management as recommended in Regional Water Quality Control Board groundwater basin plans using various methods, including: conjunctive use of surface water, groundwater, and reusable wastewater; appropriate use of artificial recharge; and controls on development in recharge areas; and	Yes	15091(a)(2); in addition, entities other than public agencies are responsible for implementing mitigation measure.
	Local jurisdictions should mitigate adverse effects of water pollution from nonpoint and other sources by implementing measures in SCAG's Areawide Waste Treatment Management Plan, including: implementing plans for containing and cleaning hazardous substance spills; strengthening and enforcing local management controls on construction site erosion and sediment control; implementing best management practices to control water pollution from agricultural areas; implementing improved street, litter, catchbasin, inlet basin, and store drain cleaning programs; and implementing measures to limit runoff and minimize peak flows from developing areas.	Yes	15091(a)(2)
Wastewater Treatment			
Increased daily wastewater treatment demand to approximately 2,171 million gallons, exceeding available treatment capacity as follows:	The 1979 Areawide Waste Treatment Management Plan (208) should be updated to be consistent with the GMP and AQMP; and	Yes	Changes or alterations have been required in, or incorporated into, the project that avoid or substantially lessen the significant environmental effect as identified in the Final EIR (State CEQA Guidelines, Section 15091(a)(1));
San Bernardino County - 51 percent	To accommodate peak flows and to provide for a capacity reserve of approximately 10 percent, wastewater collection and treatment facilities may need to be upgraded to the following 2010 capacity levels (percent over existing and funded capacity):	Yes	15091(a)(2)
Riverside County - 45 percent			

Table 1. Continued

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
Los Angeles County - 19 percent	o Ventura County - 130 million gallons per day (MGD) (34)		
Imperial County - 15 percent	o Los Angeles County - 1,850 MGD (65)		
Orange County - 5 percent	o Orange County - 510 MGD (47)		
	o Riverside County - 210 MGD (106)		
	o San Bernardino County - 300 MGD (108)		
	o Imperial County - 23 MGD (64)		
<b>Solid Waste</b>			
Depletion of existing landfill capacity by the following years:	A comprehensive regional solid waste manage- ment plan should be developed and implemented by counties within the region, and this plan should include waste reduction, reuse, and recycling programs.	Yes	15091(a)(1); SCAG will develop a comprehensive regional solid waste management plan.
Ventura County - 1989			
San Bernardino County - 1990	The following counties, in their respective solid waste management plans, should require the following improvements, as identified by the California Waste Management Board:	Yes	15091(a)(2)
Orange County - 1995			
Los Angeles County - 1996	o Ventura County - complete the major expansion of an existing landfill and develop a new landfill;		
Imperial County - 2008	o Los Angeles County - expand existing landfills, develop new landfills, and implement resource recovery projects;		
Riverside County - 2008	o Orange County - expand two existing landfills and develop a new landfill;		
	o Riverside County - expand one landfill and develop two new landfills;		
	o San Bernardino County - develop plans to expand one landfill; and		
	o Imperial County - develop plans to expand landfills.		

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
<b>Hazardous Waste</b>			
Generation of approximately 1.14–1.48 million tons of offsite hazardous waste in 2010	The Southern California Hazardous Waste Management Authority and each of its member counties should adopt and implement hazardous waste management plans that include waste reduction programs; and	Yes	15091(a)(2)
	Hazardous waste management entities should increase the annual regional hazardous waste management capacity to 1.5 million tons by 2010 by establishing new disposal and treatment facilities.	Yes	15091(a)(2); in addition, entities other than public agencies are responsible for implementing mitigation measure.
<b>Schools</b>			
Demand for approximately 677 additional schools and 31,000 additional teachers	Local school districts should implement the following measures as needed:	Yes	15091(a)(2)
	o increase transportation of students from overcrowded schools to schools with surplus space;		
	o increase the capacity of all existing facilities through extended (e.g., year-round) schedules or other means;		
	o build approximately 677 new schools by 2010, including 582 elementary and junior high schools and 95 senior high schools;		
	o assess maximum allowable school impact fees as authorized by AB 2926 and use fee revenues to provide interim and permanent facilities;		
	o if fee revenues and state funding are not sufficient to acquire school sites and provide new facilities, establish alternative financing mechanisms, such as community facility districts, to generate needed revenues or negotiate agreements that provide for site dedication and/or school construction by private parties;		



Table 1. Continued

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
Law Enforcement	<ul style="list-style-type: none"> <li>o hire additional qualified administrative, teaching, and support staff, including at least 31,000 new teachers; and</li> <li>o provide educational programs that meet the educational needs of all students, particularly those whose English speaking ability is limited or who are otherwise disadvantaged.</li> </ul>	Yes	15091(a)(2)
	<p>Need for approximately 11,430 additional police officers and sheriffs and additional facilities (above 1984 levels)</p> <p>Law enforcement entities should provide needed police personnel, facilities, and equipment, as required by new development, by implementing the following measures, as needed:</p> <ul style="list-style-type: none"> <li>o implement programs to reduce the crime rate, including drug and gang prevention programs and education, job training, and community activities for youth and young adults;</li> <li>o place greater reliance on developers to provide needed services and facilities;</li> <li>o achieve better efficiency in the delivery of police protection services and use of facilities through consolidation of services, better use of underutilized facilities, and redefinition of service district boundaries to achieve better efficiencies of scale;</li> <li>o use new technologies and policies that increase system efficiencies and reduce demands;</li> <li>o require that services, such as private surveillance, be contracted to the private sector in those instances where they can be provided more efficiently and at less cost;</li> <li>o promote greater responsibility for nongovernmental provision of certain services or facilities at the neighborhood or homeowner association level; and</li> </ul>		

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
Fire Protection	<ul style="list-style-type: none"> <li>o require that development be phased according to the availability of adequate public services and facilities.</li> </ul>		
Need for approximately 7,100-10,970 additional fire protection personnel and additional facilities (above 1977 staffing level)	<p>Fire protection entities should provide needed fire personnel, facilities, and equipment, as required by new development, by implementing the following measures, as needed:</p> <ul style="list-style-type: none"> <li>o reduce fire protection demands and costs by requiring adequate emergency access, applying land use restriction in high-risk areas and performance standards on high-risk activities, and incorporating standard fire prevention features into new development (such as automatic sprinklers);</li> <li>o implement fire safety education programs;</li> <li>o provide specialized training for fire personnel as needed;</li> <li>o achieve better efficiency in the delivery of fire protection services and use of facilities through consolidation of services, better use of underutilized facilities, and redefinition of service district boundaries to achieve better efficiencies of scale;</li> <li>o use new technologies and policies that increase system efficiencies and reduce demands;</li> <li>o promote greater responsibility for non-governmental provision of certain services or facilities at the neighborhood or homeowner association level; and</li> <li>o require that development be phased according to the availability of adequate public services and facilities.</li> </ul>	Yes	15091(a)(2)

Table 1. Continued

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
Health Care and Social Services	Increased need for health care services and facilities	Yes	15091(a)(2); in addition, entities other than public agencies are responsible for implementing mitigation measure.
	Public and private health service providers should expand staff and facilities as needed. Facilities operating by 2010 should include at least 500 new skilled nursing facilities and additional hospitals, intermediate care facilities, and clinics. Providers should improve salaries and working conditions to attract and retain a sufficient number of skilled nurses and other medical personnel; and		
	Public agencies and private organizations should expand subsidized health care services and provide more comprehensive health insur- ance coverage to those who cannot afford the costs of services, particularly to families with young children, the elderly, and those with acute health care needs; and	Yes	15091(a)(2); in addition, entities other than public agencies are responsible for implementing mitigation measure.
Increased need for public assistance	Health service providers should develop and expand innovative, affordable, and cost-effective alternatives such as preventive care, adult day care, and home health care services.	Yes	15091(a)(2); in addition, entities other than public agencies are responsible for implementing mitigation measure.
	Increased need for public assistance	Yes	15091(a)(2)
	Public agencies and private organizations should reduce the level of future demand for public assistance by jointly developing and implementing innovative and cost-effective education, job training, job placement, child care, and family support programs.	Yes	15091(a)(2); in addition, entities other than public agencies are responsible for implementing mitigation measure.
Increased need for other social services.	Employers in the region should participate directly or indirectly in providing or supporting child care services; and	Yes	15091(a)(2); in addition, entities other than public agencies are responsible for implementing mitigation measure.
	Service providers should develop and expand innovative, affordable, and cost-effective programs for delivering social services to the elderly, children, and the general population.	Yes	15091(a)(2); in addition, entities other than public agencies are responsible for implementing mitigation measure.

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
<b>Energy</b>			
Increased electricity and natural gas demand of approximately 60,740 Gigawatt-hours (Gwh) and 486 billion cubic feet (bcf) per year, respectively	<p>Utilities, local jurisdictions, and residents should participate in implementation of the following measures, as needed:</p> <ul style="list-style-type: none"> <li>o reduce projected 2010 regional electricity demand by approximately 30 percent through energy conservation;</li> <li>o reduce projected 2010 regional natural gas demand by approximately 29 percent through energy conservation;</li> <li>o increase the use of renewable and alternative energy sources (e.g., wind and geothermal); and</li> <li>o apply measures recommended in the AQMP that would reduce overall generation of fossil fuel-based electricity within the air basin.</li> </ul>	Yes	15091(a)(2); in addition, entities other than public agencies are responsible for implementing mitigation measure.
Increased annual motor fuel demand of approximately 250-768 million gallons per year	<p>Transportation agencies, local jurisdictions, employers, residents, and the automobile industry should participate in the implementation of the following measures, as needed:</p> <ul style="list-style-type: none"> <li>o increase average vehicle fuel economy, particularly that of light-duty passenger vehicles, through technological change;</li> <li>o increase the use of vehicles with greater fuel economy through increased fuel costs, taxes, or other economic incentives;</li> <li>o increase the use of alternative or renewable energy sources (e.g., alcohol or other liquid fuels from biomass, hydrogen produced from solar or wind power, or the direct use of electricity generated by solar or wind power);</li> </ul>	Yes	15091(a)(2); in addition, entities other than public agencies are responsible for implementing mitigation measure.



Table 1. Continued

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
TRANSPORTATION	<ul style="list-style-type: none"> <li>o plan future growth so as to minimize transportation energy use by promoting mixed-use development, public transit, nonmotorized travel, and beneficial social or technological developments (e.g., telecommunications); and</li> <li>o reduce projected levels of future traffic congestion by implementing the preferred RMP strategy, as described in Chapter 7 of the DEIR.</li> </ul>	Yes	<p>Section 15091(a)(1); SCAG will adopt the Regional Mobility Plan preferred strategy.</p> <p>15091(a)(2); entities other than SCAG are responsible for implementing the RMP; In addition, entities other than public agencies are responsible for implementing mitigation measure.</p>
	42 percent increase in total regional person-trips		
	Little change in the proportion of intracounty home-work trips to total home-work trips regional-ly or within counties		
	64 percent increase in home-work trips from Riverside and San Bernardino Counties to Los Angeles County; 80 percent increase from Riverside and San Bernardino Counties to Orange County; 137 percent increase between Riverside and San Bernardino Counties		
	6 percent increase in average trip time and an 8 percent increase in average trip length		
29 percent of the hours of travel would be spent traveling at less-than-free-flow speeds, compared to 10 percent in 1984	<ul style="list-style-type: none"> <li>o facility development with 1,857 lane-miles of new roadway construction, 1,251 lane-miles of new high occupancy vehicle (HOV) capacity; feeder and local circulation transit development to support new and expanded line haul transit in identified corridors connecting all activity centers in the metropolitan portion of the region;</li> <li>o implementation of jobs-housing balance policies to shift 9 percent of new jobs to job-poor areas and 4.5 percent of new housing to housing-poor areas;</li> <li>o demand management through the South Air Quality Management District's Regulation XV, modified work weeks, employment center carpool goals, increased transit work trips, and extended peak periods; and</li> <li>o system management of the existing and proposed roadway system through programs such as "SMART Freeway" technology; CALLBOX service authorities; and expansion of model separation programs, ramp metering, HOV ramp-meter-bypass installations, synchronized signals, and pavement management programs.</li> </ul>	Yes	<p>Section 15091(a)(1); SCAG will adopt the Regional Mobility Plan preferred strategy.</p> <p>15091(a)(2); entities other than SCAG are responsible for implementing the RMP; In addition, entities other than public agencies are responsible for implementing mitigation measure.</p>

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
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57 percent increase in regional vehicle miles traveled (VMT) with a 231 percent increase in VMT in Riverside and San Bernardino Counties

48 percent increase in miles of congestion during the a.m. and p.m. peak hours with 79 percent of the congestion in Los Angeles and Orange Counties

Decrease in the transit mode split from 6.6 percent to 5.1 percent

#### AIR QUALITY

Exceedence of the Draft 1988 AQMP target emissions levels (amount of emissions that could be produced in the South Coast Air Basin [SCAB] without violating federal air quality standards) as identified by the South Coast Air Management District (1988d). Target levels would be exceeded by the following amounts:

- o reactive organic gases (ROG): 400-500 percent,
- o carbon monoxide (CO): 20-25 percent
- o nitrogen oxide (NOx): 250-350 percent,

None available for ROG and NOx if the technological breakthroughs associated with the AQMP's Tier III control measures do not become reality.

The following measures would partially reduce this impact, but not to less than significant:

- o implement the RMP preferred strategy discussed in Chapter 7 of the DEIR; and
- o implement feasible stationary, area, and mobile source control measures identified in the AQMP.

For CO, SOx, and inhalable particulate matter, the following measures would reduce impacts to less than significant:

- o implement the RMP preferred strategy discussed in Chapter 7 of the DEIR; and

No

15091(a)(2); mitigation measure would partially reduce the impact, but not to a less-than-significant level.

No

15091(a)(2); mitigation would partially reduce the impact, but not be a less-than-significant level.

Yes

15091(a)(2)

Table 1. Continued

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
o sulfur oxides (SOx): 100-300 percent, and	o implement feasible stationary, area, and mobile source control measures identified in the AQMP.	Yes	15091(a)(2)
o inhalable particulate matter: 60-80 percent.			
Exceedence of the 1982 AQMP 2000 emissions estimates, which assume implementation of recom- mended control measures, by the following amounts:	None available for CO.  The following measures would partially reduce this impact, but not to less than significant for all pollutants:		
o ROG: 75 percent,	o implement the RMP preferred strategy discussed in Chapter 7 of the DEIR; and	No	15091(a)(2); mitigation measure would partially reduce the impact, but not to a less-than- significant level.
o CO: 150-175 percent,			
o NOx: 75-100 percent,	o implement feasible stationary, area, and mobile source control measures identified in the AQMP.	No	15091(a)(2); mitigation measure would partially reduce the impact, but not to a less-than- significant level.
o SOx: up to 100 percent, and			
o Inhalable particulate matter: 50-75 percent.	For ROG, NOx, inhalable particulate matter, and SOx emissions, the following measures would reduce impacts to less than significant:		
	o implement the RMP preferred strategy discussed in Chapter 7 of the DEIR; and	Yes	15091(a)(2)
	o implement feasible stationary, area, and mobile source control measures identified in the AQMP.	Yes	15091(a)(2)

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
<b>NOISE</b>			
Exceedence of normally acceptable noise levels	<p>None available at some locations.</p> <p>The following mitigation measure would reduce this impact to a less-than-significant level at some locations:</p> <ul style="list-style-type: none"> <li>o local and state jurisdictions should require needed noise abatement measures (such as construction of noise barriers and reduction of interior noise levels through building and site design features) to attain noise levels compatible with affected land uses; such measures should be designed based on an acoustical analysis by a qualified acoustical engineer.</li> </ul>	No	15091(a)(2); mitigation measure would partially reduce the impact, but not to a less-than-significant level.
<b>ECOLOGICAL RESOURCES</b>			
Habitat loss from encroaching development	<p>Local jurisdictions in the SCAG region, in their respective general plans, should consider adopting policies with the following objectives:</p> <ul style="list-style-type: none"> <li>o conduct detailed inventories of biological resources that need protection to preserve natural diversity at the local and regional level;</li> <li>o preserve unique natural areas;</li> <li>o preserve prime agricultural lands, especially where such lands are connected to lands permanently set aside as conservation or open space lands;</li> <li>o avoid significant habitats as a prerequisite for future development plans;</li> <li>o improve the identification and implementation of mitigation measures for potentially impacted biological resources at the local level; and</li> <li>o develop funding mechanisms to purchase and dedicate important biological resource lands as reserves and preserves.</li> </ul>	Yes	15091(a)(2)



Table 1. Continued

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
Fragmentation of remain- ing habitats	SCAG should develop a comprehensive regional plan to protect biological resources.	Yes	15091(a)(1), 15091(a)(2); SCAG will adopt and implement a comprehensive regional plan to protect biological resources, and local jurisdictions will be responsible for implementing the plan.
	<p>Local jurisdiction in the SCAG region, in their respective general plans, should consider adopting policies with the following objectives:</p> <ul style="list-style-type: none"> <li>o establish buffers where wildlands meet new development to form a transition area and provide some space between development and wildlands that need protection;</li> <li>o establish corridors between remnant habitat areas or between remnants and large wildland parcels in general and specific plans and in local, subregional, and regional conservation and open space planning; and</li> <li>o identify particular areas where fragmentation may be a problem and develop measures to provide or maintain corridors, translocate individual animals if numbers become too low, and provide buffers.</li> </ul>	Yes	15091(a)(2)
Loss of riverine, riparian, and wetland habitats	<p>Local jurisdictions in the SCAG region, in their respective general plans, should consider adopting policies with the following objectives:</p> <ul style="list-style-type: none"> <li>o use open space and conservation designation to protect riverine, riparian, and freshwater wetlands from development;</li> <li>o promote naturalized flood control channels such as those promoted under the California Department of Water Resources Urban Creeks Program;</li> <li>o support the design of flood control channels to accommodate flood flows in vegetated channels;</li> <li>o require all projects that impact riverine, riparian, and wetlands resources to mitigate in-kind for any habitat impacts;</li> </ul>	Yes	15091(a)(2)

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
Loss of individuals and habitat for rare, threatened, and endangered species	<ul style="list-style-type: none"> <li>o support local, subregional, and regional mitigation banks that create or restore degraded riparian or wetland habitats; and</li> <li>o facilitate coordination with U. S. Army Corps of Engineers on Section 10/404 permits (dredged/discharge fill material) and with the California Department of Fish and Game on Fish and Game Code Section 1601-3 agreements (channel modifications) to afford maximum habitat protection and coordinated creation and restoration planning.</li> </ul>	Yes	15091(a)(2)
	<p>Local jurisdictions in the SCAG region, in their respective general plans, should consider adopting policies with the following objectives:</p> <ul style="list-style-type: none"> <li>o require surveys as part of the planning process for all species that are candidate, proposed, or listed under the federal and state Endangered Species Acts;</li> <li>o require adequate mitigation for any development that would have an adverse impact on listed species;</li> <li>o encourage mitigation activities to be monitored and ensure that provisions be made in entitlements for successful implementation;</li> <li>o encourage enhancement of listed species habitats through conservation and open space plans to protect species whose numbers are becoming so low they soon will be listed;</li> <li>o recognize the development of Habitat Conservation Plans (HCP) (Section 10 of the federal Endangered Species Act) or their equivalent as special land use plans that incorporate large areas and many ownerships in a cooperative plan to support a listed species; and</li> </ul>		

Table 1. Continued

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
	<ul style="list-style-type: none"> <li>o encourage the development of public and private mitigation banks that incorporate large areas where habitats can be created or enhanced to compensate for habitat lost to development.</li> </ul>		
Loss of habitats from wildlands fire and fire suppression	Local jurisdictions in the SCAG region should support fire hazard mitigation planning that seeks to keep fuel loads suppressed without removing all the vegetation.	Yes	15091(a)(2)
Recreational impacts in desert, mountains, and coastal areas	<p>Local jurisdictions in the SCAG region should consider adopting policies with the following objectives:</p> <ul style="list-style-type: none"> <li>o coordinate local park planning with the appropriate state departments and federal agencies;</li> <li>o support adequate funding for law enforcement personnel to protect reserves, preserves, parks, and other public lands;</li> <li>o support a wide range of facilities from intensive activity park sites to wilderness areas; and</li> <li>o use habitat and species surveys discussed earlier under mitigation for potential habitat and listed species losses to identify areas to be avoided for recreational activities and facilities.</li> </ul>	Yes	15091(a)(2)
Reduced tree vigor and increased tree mortality from air pollution	<p>Local jurisdiction in the SCAG region should consider adopting policies with the following objectives:</p> <ul style="list-style-type: none"> <li>o support continued research to find improved strains of coniferous species that are more tolerant of pollutants; and</li> <li>o implement the air pollution mitigation measures identified by the Draft 1988 AQMP.</li> </ul>	Yes	15091(a)(2)
Effects of pollutants on nearshore ocean waters	Refer to the water quality measures for coastal areas identified above under "Water Quality."	Yes	15091(a)(2)

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
<b>GEOLOGY AND HYDROLOGY</b>			
Increased exposure to seismic hazards	None available. The following measures would partially reduce this impact, but not to less than significant:		
	o Local jurisdictions within the SCAG region should continue to:	No	15091(a)(2)
	- implement the Alquist-Priolo Act by identifying areas of severe seismic hazard and avoid them as development areas;		
	- develop disaster relief programs to serve the entire SCAG region and improve interjurisdictional coordination;		
	- institute programs to identify those structures throughout the SCAG region that are especially vulnerable to earthquakes and endeavor to repair or replace dangerously vulnerable buildings; and		
	- comply strictly with ordinances and regulations governing construction of homes, buildings, and facilities in seismically active areas.		
Depletion of Portland Cement Concrete (PCC) aggregate sources would increase construction costs	Local jurisdictions in the SCAG region should continue to comply with the Surface Mining and Reclamation Act, which requires them to incorporate mineral resource management policies into their general plans, such as the implementation of land use planning strategies that avoid future development on lands containing significant PCC grade aggregate resources and that site compatible uses adjacent to aggregate resource sites and along mine access routes.	Yes	15091(a)(2)



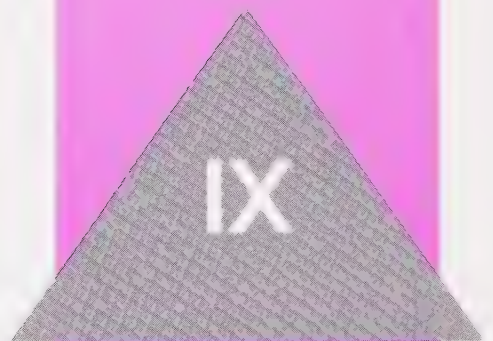
Table 1. Continued

IMPACT CATEGORY / Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
Potential aggravation of landslide and erosion conditions in hilly and mountainous areas	<p>Local jurisdictions in the SCAG region, in their respective general plans, should continue to require the following:</p> <ul style="list-style-type: none"> <li>o inspection of slopes above and below proposed developments by a geotechnical engineer prior to grading and following fine grading of construction sites and adherence to recommendations for the elimination of hazardous soil and slope conditions;</li> <li>o implementation of fire prevention measures;</li> <li>o revegetation following fire damage to reduce the amount of rock, soil, and other debris that would flow downslope during rainfall events by allowing vegetation to anchor soils and detain runoff; and</li> <li>o installation and maintenance of sedimentation basins in appropriate locations along drainages to capture sediment, mudflows, and landslides before they reach homes and other flood damageable property.</li> </ul>	Yes	15091(a)(2)
Potential exposure of new development in desert areas to flash floods	<p>Local jurisdictions in the SCAG region, in their respective general plans, should continue to:</p> <ul style="list-style-type: none"> <li>o identify flash flood wash areas and other geologic formations indicating past flooding activity, as determined by a hydrologist or hydraulic engineer experienced with flash flood conditions;</li> <li>o require avoidance of future development in flash flood susceptible areas;</li> <li>o require that information concerning flood hazard potential be posted at all access points to parks and recreation areas, in the event of rainfall, and</li> </ul>	Yes	15091(a)(2)

IMPACT CATEGORY/ Significant Impacts	Mitigation Measures	Measures Mitigate Impact to Less-than- Significant Level?	Findings and Supporting Facts
	<ul style="list-style-type: none"> <li>o require installation of adequate flood control structures to protect existing and future development from flash flood hazards and design of flood control structures by a registered professional engineer experienced in the design of flood control and flood protection structures for flash flood runoff events.</li> </ul>		



# APPENDICES







## **APPENDIX 1**

### **ISSUES AND ACTION PAPER II-A**

#### **A PARTIAL MENU OF ACTIONS THAT COULD BE CONSIDERED TO IMPLEMENT JOB/HOUSING BALANCE**

December, 1987



## APPENDIX 1

### A PARTIAL MENU OF ACTIONS THAT COULD BE CONSIDERED TO IMPLEMENT JOB/HOUSING BALANCE

What follows are various ideas that have been generated to date on achieving job/housing balance. The purpose is to present a list of optional measures and actions which can be implemented by local jurisdictions and existing regional and state agencies without making specific recommendations. The final authority in selection of applicable measures rests with local jurisdictions. Furthermore, “regulatory” measures are marked with an asterisk (\*). Some of them require implementation by a regional or state authority and/or legislative changes and could be considered, whenever deemed necessary, only in the second phase of the implementation process as suggested in chapter VII of this report.

#### 1. Exactions:

Impose developer fees on housing developments and commercial and industrial projects to cover the external costs associated with imbalanced development. The funds collected from these fees would go toward conducting economic development activities in job-poor subregions; and facilitating housing development in housing-poor subregions. Economic developments in job-poor subregions and housing projects in housing-poor subregions would be exempt.

The use of exactions or developer fees to help pay for needed infrastructure is a widely-used technique. Programs to this end exist in almost every county in the region. Particular examples include “public facility” fees in Riverside County and the Transportation/Land Use Ordinance of Los Angeles City. In this ordinance where commercial and industrial developments are required to pay exactions that go toward improving the transportation facilities of the immediate area. The proposal outlined above differs from these approaches primarily in terms of scale. In addition to requiring development to mitigate the transportation impacts upon the immediate area, the imbalanced development would also have to contribute towards the mitigation of region-wide impacts.

These exactions could be enacted and the funds dispersed by a variety of existing agencies or possible new agencies: Local governments (acting independently or through inter-jurisdictional agreements); special districts; a regional joint-powers authority; and/or the state.

#### 2. Use of Local Police Powers\*:

Revise local police powers so as to encourage regional job/housing balance. These revisions could be done voluntarily, as a prerequisite for receipt of state or federal funds, as a requirement of the Regional Air Standards Attainment Plan, and/or as a new requirement of state law.

In order to improve the region’s transportation system, and air quality balance is needed only at the



subregional-scale; balance at the smaller city-scale, in most cases, is not necessary. However, in order to implement this action, local police powers are needed. Therefore, a system would have to be designed which translated subregional targets to the city level, so each jurisdiction would know what its responsibilities are.

Implementation could be done through such techniques as establishing a standard for level of job/housing balance as a prerequisite for the approval of new commercial or industrial developments in job-rich subregions. Local jurisdictions could issue ordinances that foster job/housing balance.

Zoning and General Plans in job-rich subregions could be re-drafted or down-zoned so as to limit commercial and industrial development to whatever level is needed in order to achieve balance. Zoning and general plans can also be revised to encourage accessory units, granny-flats, unit splits and mixed-use development.

Zoning in housing-rich subregions could be changed to require a minimum level of job/housing balance as a condition for approval of large, non-contiguous residential developments.

Local police powers are increasingly being used throughout the United States and Southern California as a means to shape growth. For example, in 1982 Montgomery County, Maryland, enacted an “adequate public facilities ordinance” structured to assure a match between growth and “levels of service” of the county’s infrastructure systems. In Florida, local governments are being required by state law to revise their General Plans and zoning ordinances so as to control growth in such a way as to meet state established goals. In Oregon, localities are required to designate urban limit lines, and to limit development outside these lines.

Within California, a large number of jurisdictions, including San Diego, have enacted ordinances that limit the number of building permits that can be issued each year. Within this region, at least 12 jurisdictions (most are within Ventura County) have formal growth-limitation programs. A larger number of jurisdictions are currently considering enacting new growth control programs.

This program is geared toward managing growth instead of limiting growth.

A detailed analysis of use of local police powers prepared by Sedway Cooke Associates is contained in Appendix 2 under the heading of “Regulatory Strategy”.

### **3. Enterprise Zones:**

California has had a California Enterprise Zone Program since 1984. Five localities in the SCAG region have qualified for enterprise-zone status and are targeted to be recipients of state and local tax advantages aimed at encouraging economic activities and hiring of the unemployed. This action calls for an expanded effort geared at the entire job-poor portion of the SCAG region.

Tools used to encourage business development in enterprise zones include income tax credits for hiring the unemployed, sales tax credits for new equipment purchases, tax-exempt bond financing,

targeting of existing financing programs such as Small Business Administration Loans, employer wage credits, investment income exclusion, exemption from preparation of state environmental impact reports and job training priorities. Such actions are intended to attract new business investments, and to provide businesses already operation in the areas with economic impetus for expansion.

California is among 25 states with enterprise zone programs. Most states and localities are focusing on business retention and relocation of businesses from more prosperous outlying areas to the enterprise zone. Note that this proposal would be quite different; jobs would be encouraged to locate in outlying areas. In most enterprise-zone programs the state designates the zones and the local governments ensure that zone residents and firms comply with program requirements to benefit from state incentives.

Regional councils of government have had a role in providing information and assistance for successful implementation and operation of the enterprise zones. The services of regional councils have included data collection and analysis, job-training assistance, marketing and referral services, business development and capital improvement financing. In addition, many regional councils provide review and comment assistance for state and local governments. Regional councils have also assisted firms in locating in enterprise zones and in obtaining low-interest or revolving loans and other financing. Many regional councils have been instrumental in planning and implementing revitalization strategies and monitoring state regulations governing the enterprise.

The following are examples of regional councils involved in these activities: The Greater Bridgeport Regional Planning Agency in Connecticut, the Capitol Regional Council of Governments in Hartford, the Toledo Metropolitan Area Council of Governments, the West Piedmont Planning District Commission and the Northern Illinois Planning Commission.

#### **4. Infrastructure Funding\*:**

- a. Establish regional priorities for building the infrastructure that will be needed in this region to support the projected job-growth. Give high priority to those projects that would tend to stimulate job growth in job-poor areas. Establish a process (a regional infrastructure funding pool or bank, a regional Capital Improvement Program and/or a set of intergovernmental agreements) to assure that these priorities are reflected in actual funding programs. Design this process to assure that it incorporates the capital improvement programs of the numerous special districts with the the region.
- b. Fund projects only to a level that would foster the amount of employment growth shown in regional targets for job-rich areas. Incorporate this requirement into all of SCAG's plans and A-95 Reviews. The implementation of this policy would directly impact transportation projects. Through the Regional Air Quality Plan, it potentially could impact all other projects. Seek state legislation that would reinforce this approach.
- c. In SCAG's transportation planning effort, elevate the priorities on transportation projects and systems that encourage economic development in job-poor subregions.

- d. Establish regional priorities for those systems (schools, parks, social services, residential sewers, etc.) that foster housing development in job-rich subregions. Enhance or elevate the funding priority for projects in those job-rich subregions (such as the Regional Core) where there is a clear shortfall in these systems. Include such a criterion in SCAG's own plans and recommendations on funding priorities, and work with state and federal agencies to do likewise.
- e. To redirect job growth to housing rich subregions, establish a process (a regional infrastructure funding pool or bank, and/or a Regional Capital Improvement Program, and/or a set of interagency agreements) to fund priority projects. Incorporate the capital improvement programs of special districts into this process. (The developer fees collected could be used for this housing-related infrastructure.)

Structuring government infrastructure programs so as to shape the pattern and timing of growth is a technique well used throughout the nation. Perhaps the better known examples are programs in Ramapo, New York and Montgomery County, Maryland.

Within Southern California, a SCAG survey conducted in 1984 shows that at least 29 local jurisdictions are explicitly using this technique as a growth management technique. In fact, this approach has been basic to SCAG's Development Guide Program for over 15 years. What is different about the approach proposed above is the expanded emphasis to the regional level.

## **5. Location of New Major Public Facilities:**

Make every attempt to locate new major public facilities (such as universities, airports, governmental servicing operations and trade centers) that are job-inducing in job-poor subregions.

## **6. Incentive Measures:**

Streamline the review and approval process for commercial and industrial development projects in job-poor subregions; in job-rich subregions streamline the review and approval process for residential developments/redevelopments.

Provide incentives (such as eliminating or reducing developer fees) to encourage developers to build housing in job-rich subregions and commercial and industrial facilities in job-poor subregions.

Remove limitations on commercial and industrial development and develop local economic plans in job-poor subregions.

## **7. Telecommunications:**

Establish an environment which supports and encourages the installation and use of telecommunications equipment. Incorporate this objective in local and regional plans and actions.



Telecommunications technology has the potential to foster greater decentralization of economic activity in the region. As property in job-rich areas becomes more expensive and as congestion increases, it probably becomes increasingly cost effective for businesses to locate certain activities in the outlying, job-poor subregions of the region. This potential can be reinforced with an extensive and active telecommunications network.

#### **8. Targeting Basic Industries:**

This involves identification of potential growth industries and provision of incentives for attracting them. It requires determining the local characteristics these industries consider in making decisions on where to locate or expand. It also identifies the means through which localities in job-poor subregions can tailor their economic development activities to best match these characteristics.

#### **9. Human Resource Development:**

Provide education, training and support services to the resident labor force, so business can count on a ready and appropriate supply of labor.

#### **10. Attraction of Foreign Capital Investment:**

Cities in job-poor subregions, possibly along with SCAG, would work with foreign companies to learn what they are seeking when considering locating in the U.S. This knowledge would then be used so as to capitalize upon any advantage that the communities might have (such as a large immigrant population), or to create new opportunities geared toward foreign capital investment needs.

#### **11. Reduction of Housing Limitations\*:**

As a prerequisite for regional support for continued employment growth, require jurisdictions in job-rich areas to reduce limitations (other than those for public health and safety) that would restrict housing development to a level below that shown in regional targets. Incorporate this logic into the Regional Housing Needs Assessment. Establish this as a condition for determination of consistency with regional plans, and use any regulatory powers associated with these plans to enforce. Seek state legislation to mandate.

#### **12. Allocation of State and Federal Economic Development Funds:**

A regional pool of state and federal economic development funds could be established. Their expenditure could then be directed toward promoting job growth in job-poor subregions. However, this has the potential to aggravate conditions within the existing economically distressed areas of the older portions of the region. In order to avoid this unwanted side-effect, economic development funds could also be geared toward: helping residents of economically distressed areas relocate to areas where the new job opportunities are occurring; and within job-rich subregions, targeting economic development funds toward only those types of jobs that would match the skills of the unemployed or under-employed residents of that subregion.

### **13. Requirements for Incorporation:**

Local Agency Formation Commission (LAFCO's) could require consistency with regional job/housing balance objectives as a prerequisite for incorporation.

### **14. Industrial and Housing Development Bonds\*:**

Seek legislative changes to raise the current limits on Industrial Development Bonds within housing-rich subregions. Seek legislative changes that would expand housing redevelopment bond authority within job-rich subregions.

### **15. Environmental Regulations\*:**

Revise local and state regulations in such a way as to support job/housing balance. For example, the New Source Review Rule of the South Coast Air Quality Management District (SCAQMD) could be revised to take into account air quality benefits from job-housing balance (so as to favor employment development in job-poor subregions). This could be taken further by using the regulatory powers associated with the Regional Air Standards Attainment Plan over indirect sources of pollution to achieve job/housing balance objectives. Another potential area is CEQA: Regional job/housing balance could be specifically assessed.

### **16. Redevelopment\*:**

Seek changes to state redevelopment laws so as to require consistency between future redevelopment activities and regional job/housing balance objectives. Specifically, prohibit redevelopment activities in job-rich subregions that would contribute to net employment increases above and beyond subregional targets. (Still permitted in job-rich subregions would be redevelopment activities that replace aging structures with new structures if there were no net increase in the subregion's employment. A gross increase in employment would also be permitted if it were accompanied by a balancing level of new housing, and/or if the project's employment growth merely represented a redistribution of growth within the subregion.)

In job-rich subregions, increase the minimum percentage of tax-increment revenues that must be spent on moderate housing within redevelopment projects. (As previously mentioned, state law requires at least 20% of these revenues to be spent on low-income housing.)

Redevelopment laws and practices have resulted in substantial improvements in many of the cities and counties in the region. However, those redevelopment efforts in job-rich areas that have resulted in further job/housing imbalance have also aggravated congestion, increased tax disparities, increased pollution and had other negative impacts upon neighboring jurisdictions.

This measure is intended to correct the unwanted side-effects associated with unbalanced growth, while keeping the basic benefits of a renewal effort. Implementation of this action could be done by obtaining new state legislation permitting the changes identified above.



## **17. Tax-Revenue Sharing\*:**

Seek state legislation (or possibly inter-governmental agreements) restructuring the way that property and sales tax revenues are distributed to local governments so as to encourage job/housing balance. For example, in job-rich subregions, incremental increases in tax revenues from job growth above and beyond regional targets could be required to be contributed to a region-wide pool. Job-poor subregions would be exempt from sharing incremental increases in revenues resulting from job growth. This system would remove a significant incentive from localities in job-rich subregions for encouraging job growth, while maintaining incentives for job-poor jurisdictions to attract new jobs. A stronger, less compromising position would be to require incremental increases in tax revenues from all job growth in job-rich subregions to be contributed to a regional pool.

An elaborate tax-revenue sharing system has been in operation in the Minneapolis-St. Paul Region since 1975. One of the major reasons this system was created was to manage economic growth within the region. A more limited tax-base sharing program was created within New Jersey. That system was designed to preserve open space areas.

On a broader scale, this issue of reassessing the equitable distribution of property and sales tax revenues is not a new one to California's elected officials. Concern over the costs of social services and the funding of infrastructure motivated two previous landmark legislature studies. Still no consensus was forged. As the home for the majority of the State population, Southern California may now wish and/or need, to develop it's own legislative proposal. Tax reform may well be one of the most powerful tools potentially available to facilitate job/housing balance.



## APPENDIX 2

### JOB/HOUSING BALANCE STRATEGIES/TECHNIQUES

Submitted for Inclusion in the  
Southern California Association of Governments  
Growth Management Plan, 1989

by  
SEDWAY COOKE ASSOCIATES





There are four distinct strategies which could be used to ameliorate current jobs-housing imbalances, to avoid worsening of these conditions and to encourage an appropriate land use distribution. The four strategies are:

1. **Planning Strategy.** These strategies present the most direct and the least intrusive impact on local government prerogatives. They rely largely on institutional and technical change.
2. **Investment Strategy.** This approach would foster certain kinds of development and land uses in specified subregional locations, the use of public investment in facilities and services.
3. **Financial Strategy.** This would encourage local governments to help correct imbalances by incentives and disincentives relating to local government finance.
4. **Regulatory Strategy.** This approach would require, by codes and legislation, that local government enact certain forms of police power control which would directly influence jobs-housing balance of the region.

These basic strategy “sets” are presented not in the anticipation that any one will be used to the exclusion of the others. Rather, they have been set forth so that they permit selection of appropriate mechanisms within an understandable context. The ultimately selected strategy doubtless will be a hybrid, with selections made from all four basic strategies. Essentially, the strategies move through the gamut of encouraging, fostering, inducing and requiring certain kinds of change.

The proposed growth management program must ensure an assessment of the various mechanisms as to the following: Legality and need for legislative change, political acceptability, cost and operational feasibility. Clearly, no matter what the strategy or implementation mechanisms used, they all must be handled sensitively and with an awareness of the goals to be achieved. The issues presented on pages 5-8 of the Issues Paper of December 4, clearly set forth these concerns. However, any technique may be abused or handled improperly, although obviously the more direct and stringent the method, especially regulation, the greater is the potential for misuse.

Without a full knowledge of the agency or agencies to be involved in this effort, it is difficult to make judgments on all the variables involved. For instance, efficiency is likely to increase when a technique is applied at a higher level, while political acceptability and responsiveness decline. In the following assessment, a general assessment is made as to all the criteria.

## **A. PLANNING STRATEGY**

### **1. New Regional Planning Element Required in Local General Plans**

**Regional Balance Objective.** To provide an educational, hortatory, policy and legal basis for ensuring consideration by local governments of the regional balance implications of local actions.

**Description.** A new “regional planning element” could be required of all local governments--cities and counties--which could specify the content: essentially a concern for the regional implications of local actions. The most pertinent aspect of the local elements’ content would be adherence to the jobs-housing imbalance issue.

State legislation requires preparation of a general plan by all counties and cities, whether general law or charter (Government Code Sections 65300, et seq.). The plan itself has no direct legal effect. However, regulatory actions--zoning ordinances, open space zoning ordinances, subdivision control and building permits--must be “consistent” with the general plan. “Consistency” has been interpreted to mean that land uses must be compatible with the objectives, policies, general land uses and programs specified in the plan.

Emphasis has been placed on the consistency of mapped land uses of the general plan with the zoning ordinance (using, for instance, what has been termed a land use compatibility matrix). Inadequate attention has been paid to the possible application of the consistency requirement to regional objectives of the increasing number of discretionary actions in which local jurisdictions engage.

**Evaluation.** Local planning elements are monitored and enforced largely through litigation. The local general plan should not be inconsistent with the regional plan. Jobs-housing objectives and policies must be explicitly addressed in the plan, which has not been done heretofore. Methodologies must be developed to insure consistency between regional plan policies and local regulatory actions. This is now the case under the new Florida legislation.

### **2. Local Government Adherence to the Regional Growth Management Plan**

**Regional Balance Objective.** The most explicit presentation of the regional jobs-housing balance objective could be found in the Regional Growth Management Plan. Hence, a new requirement that local governments must adhere to this regional plan would encourage appropriate remedial actions.

**Description.** Local governments would be required to adhere in some measure to the regional plan: To adopt it toto, to conform to it only on regional matters, or to consider it only with respect to regional matters. While the subordination of localities to the regional agency with respect to geographically defined areas would derive from the legal nature of the regional plan and regulations, formal local adoption of the regional plan would be valuable to secure commitment to non-geographic aspects of the plan such as the goals, standards and methods embodied in it. Local

adoption would reduce the review work of the regional agency or government. Nevertheless, the process of review, even if time-consuming, could still give the regional agency the same binding oversight on actions of localities. If the regional plan regulations provide that any plan proposal receive regional agency approval, then local approval of a proposal under regionally inconsistent ordinances would be unenforceable.

**Evaluations.** This may well be the most effective means of ensuring consistent local actions. However, it would still take major enforcement and administrative action. Moreover, the adverse political consequences of diluting local home rule could undermine inauguration of the system.

### **3. Local Government Action to be Approved by Regional Agency Determination, or Decisions or Recommendations to be Made on Regional Matters Only**

**Regional Balance Objective.** The substantial data base of SCAG would enable it to make a case by case determination on the appropriate mix of jobs and housing for each community at any particular point in time. This would foster the most effective consideration of the issue.

**Description.** Local governments would be required to conform to SCAG's recommendations on local proposals for development or changes in regulations. Informal, non-binding review and recommendation could take place throughout the local planning process. Formally, the regional authority would review major local proposals to ascertain the degree of conformity with regional policy and would then make recommendations to the localities concerned. One requirement is that the types of proposals to be submitted for review would have to be clearly specified. For example, the regional agency might be given blanket authority to determine regional impact on its own. Alternatively, the review authorization might indicate housing/industrial criteria, the regional plan might delineate review subregions, or the regional agency might determine regional impact for each major jobs or housing proposal. Second, the degree to which and on what types of questions regional recommendations would be binding would have to be decided. For example, a regional agency might be authorized to make formal recommendations on a number of types of public projects, but with power of enforcement on only some of these issues. These approaches are similar to Florida's Development of Regional Impact (DRI) studies.

Reciprocally, the regional agency might have certain legal obligations to local units. For example, local units might have a right to demand regional agency review of certain types of actions of other local units. For certain reasons, it might be locally expedient to receive an agency opinion on matters of interlocal dispute. However, for the agency this practice might not only be inconvenient but time consuming; it might also impair the effectiveness of the agency insofar as it is drawn unnecessarily into local level conflicts. In the absence of statutory ground rules for regional review at early planning stages, informal collaboration would set a better pattern.

**Evaluation.** This approach would provide responsive and timely determinations, but might still present SCAG as an antagonist on what should otherwise be a joint city region undertaking.



#### 4. Local Government and Regional Agency Differences Resolved by a Third-Party Agency

**Regional Balance Objective.** The distinct perspectives of the city, counties and SCAG would likely place them in contraposition on the jobs-housing balance issue. It may be necessary to provide for some form of conflict resolution procedure.

**Description.** Conflict will arise from divergences between local intentions and ordinances and regional plans or regulations. Similarly, stalemate can develop following a formal but non-binding recommendation by the regional agency on a development proposal. A third approach presents a possible resolution of such conflicts for which specific written statutes can provide no clear resolution. In the case of differences of position between the regional agency and localities, provision could be made for appeal to higher authority. This could be a state agency, a legislative appeals board, a quasi-judicial regional agency, or a court - which would pass judgments on conformance when its jurisdiction was invoked. Appeals by either the regional agency or a locality could arise because of a lack of statutory authority requiring local adoption of or conformity with the regional plan. Yet at the same time the basis for a judicial order to conform would be tenuous in the absence of definite standards for judging conformity. Finally, either through the accumulation of precedents or through specific statutory act, certain actions and areas of activity forbidden to the regional agency might be set off. This would be analogous to a "bill-of-rights" for local public and private parties.

**Evaluation.** This approach provides the closest thing to joint regional-local parity, in that both positions would be taken into account in the final analysis. However, it would involve a totally new agency in this technical planning area.

#### 5. Local Planning of More Dense or Intense Land Uses

**Regional Balance Objective.** To concentrate development to reduce trip lengths and air pollution generation and to reduce encroachment on valuable open space lands.

**Description.** This technique proposes more dense development patterns to increase job and housing proximity and to reduce necessary trip lengths. At the time of mapping of zoning districts, higher density zones could be used more liberally and larger fringe areas could be retained in open space or at a very low density. This approach would necessitate a mandate under which local governments would be required to map a given amount of land at a certain percentage above the highest residential and non-residential densities in the subregion.

**Evaluation.** There could be significant political opposition. Remapping and rezoning would have to be done as part of a coherent local planning program--which may be costly.

## **B. INVESTMENT STRATEGY**

### **1. Land Acquisition**

**Regional Balance Objective.** To facilitate certain kinds of development or preserve open space to preclude development.

**Description.** This technique proposes the acquisition of ownership or lessor interests in real property, whether via open market transactions or eminent domain proceedings. Once acquired, property could be developed or protected from development as desired goals dictate.

**Evaluation.** Open market acquisitions in more desirable areas of Southern California likely will be costly. If eminent domain is employed, “just compensation” (fair-market value) must be paid, and there may be attendant legal expenses in excess of mere “transactional” costs.

### **2. Housing Subsidy or Investment Program**

**Regional Balance Objective.** To encourage the development of affordable housing in specified sub-regions.

**Description.** Two general methods have evolved to enable local governments to maximize the availability of low- and moderate-income housing. The first method, inclusionary zoning, involves the use of land use regulations which encourage or require developers to incorporate lower-income housing in residential developments. Density bonuses and other incentives may be used to encourage participation in inclusionary-zone residential developments. The second method, the “housing trust fund,” involves extracting from office and commercial developers a fee (a fixed-dollar amount per square foot of development) which contributes to a general fund; the fund goes to construct low- and moderate-income housing. The two methods may be employed on an “either-or” basis, allowing developers to elect whether to develop lower-income housing themselves or pay an “in lieu” fee instead.

**Evaluation.** Inclusionary zoning typically has been applied in suburban areas, while the housing trust fund concept has found application in large, centralized cities. Both methods respond to the demand for development, whether residential or office/commercial, and work best when demand is high.

Both inclusionary zoning and housing trust funds have potential attendant costs. Inclusionary zoning may require expenditures to subsidize low-income rents. The fees collected to create housing trust funds will add to the developers’ construction costs, which ultimately will be passed on to consumers in the form of higher office/commercial rents.

Inclusionary zoning has been challenged on constitutional grounds as effecting a “taking” of property without “just compensation.” However, proof of a sufficient “nexus” between the desired end (low- and moderate-income housing) and the means chosen has served to defeat the constitutional challenge.



### 3. Downtown Revitalization Programs

**Regional Balance Objective.** To encourage the development of nonresidential downtown uses and enhance the role of the downtown in local communities.

**Description.** A city often derives much of its image and identity from its downtown sector. A prominent and attractive downtown can act as a catalyst for new investors, residents, and business visitors.

Various techniques are available for downtown revitalization. The city may employ condemnation in order to assemble parcels and ensure orderly, systematic revitalization. Tax-increment financing or tax abatement may be used to provide a fund for redevelopment or as an incentive for developers to participate in revitalization programs. Federal redevelopment grants and subsidies may supply funds to finance downtown revitalization. Potential developers may be offered size and/or density bonuses in exchange for “amenity packages,” i.e., open space, plazas, and the like, which will yield more attractive buildings with facilities the public can use and enjoy. Finally, the private and public sectors may form partnerships with respect to large-scale redevelopment projects.

**Evaluation.** Use of condemnation will involve legal expenses and uncertain procurement costs, dependent on downtown real estate values. To the extent tax abatement is employed, the city will lose tax revenues over the period of the abatement (hopefully to be recovered thereafter). Generally, the worse the state of the local economy and/or real estate market, the better the incentives, whether tax or zoning, will have to be to attract developers. Political vicissitudes may make long-term reliance on federal funding risky. Partnerships between governmental agencies and private-sector development groups may present practical difficulties.

### 4. Employment/Enhancement Hiring Programs

**Regional Balance Objective.** To encourage the availability of appropriate skills for nonresidential development.

**Description.** To maximize their tax bases, cities should seek to create more job opportunities for existing residents and thereby encourage a balance between the number of jobs and the number of workers residing in a city. To this end, cities can cooperate with educational, industrial, and business institutions to provide job-training programs to enable the unemployed and underemployed portions of the labor force to meet the needs of business and industry. In addition, cities can cooperate with appropriate institutions and agencies in providing job opportunities for economically, physically, mentally, or socially disadvantaged persons.

**Evaluation.** Greater availability of employment contributes toward maximizing the city’s tax revenues from nonresidential development. This revenue is needed to support the services required by residential land uses.

## 5. Special Care or Service Programs

**Regional Balance Objective.** To increase the availability of facilities and/or services which foster increased access to jobs in commercial or industrial settings.

**Description.** Special care or service programs may include child care, medical care, recreational services, and vanpools and other transportation services. Essentially, they make it possible for persons to leave their homes in order to take advantage of job opportunities in commercial or industrial sectors located elsewhere. These programs may be provided by employers, governmental entities, private institutions or groups, or some combination thereof.

**Evaluation.** Special care or service programs contribute toward maximizing the number of available workers by allowing those who might otherwise be homebound, such as single parents with children and elderly persons, to leave their homes to work. This, in turn, may encourage the use of local workers over self-sufficient non-local workers.

### C. FINANCIAL STRATEGY

#### 1. Fair Share Bonus/Fee

**Regional Balance Objective.** To reward developers who achieve or exceed fair share housing or nonresidential targets and penalize those who do not.

**Description.** A fair share for housing or nonresidential (job producing) development would be established for each jurisdiction, depending upon whether the jurisdiction was deficient in housing or jobs. If a community is deficient in housing, all housing development would receive a bonus while all nonresidential development would pay a fair share fee. Alternatively, a bonus could be paid only for residential development above a set density level.

The size of the bonus or fee could be set based upon how far the community deviates from the fair share target; communities that were far from meeting the target would have a large bonus/fee while those with a small deviation would have a small bonus/fee. The bonus or fee should be large enough to influence the normal market decisions.

The money for the bonuses would come from the fees that were collected, unless another source of funds were made available. The bonus/fee bank would best be operated at the regional level because the money collected and paid out within a single jurisdiction may not be in balance.

**Evaluation.** The bonus/fee system must be coordinated closely with local zoning because collecting a fee for nonresidential development if no suitable land is residentially zoned would not be fair (or legal). The amount of the bonus and fee must be carefully calculated to ensure that the regional “bank” does not receive too much or too little money. The administrative costs involved should be taken into account in the bonus/fee setting process. The system probably would meet some resistance because it is new. A legal challenge is possible, but the system probably would be upheld if properly drafted.

## **2. Preferential Taxation of Undeveloped Land**

**Regional Balance Objective.** To preclude dispersed urbanization patterns that adversely affect the job/housing balance.

**Description.** Dispersed urbanization patterns by their very nature increase the distance between housing and jobs. Non-contiguous development further exacerbates this problem. Premature development can disrupt plans that encourage a better jobs/housing balance. One technique that has been used with some success is preferential taxation. The most common approach is the Williamson Act which permits property taxes to be assessed on the income-producing value of the land rather than on the fair market value. The act requires that a contract be entered into between the landowner and the local government. The theory of using deferred assessment is that assessment based on fair market value often forces land into non-agricultural uses. The Open Space Easement Act of 1974 is a similar tool.

**Evaluation.** Experience has shown that preferential property taxation works effectively only when integrated closely with the local land development regulations. If the desire is to keep the land in agricultural or open space use indefinitely, preferential assessment combined with strong land use controls appears to be a reasonably fair approach. If preferential assessment is used as a development phasing device, the timing of when the land converts to fair market value must be closely coordinated with the growth plans of the community. Otherwise, the developer benefits from low holding costs at the expense of the taxpayers, with no particular benefit to the local jurisdiction.

## **3. Deferred Taxation of Undeveloped Land**

**Regional Balance Objective.** To preclude dispersed urbanization patterns that adversely affect the jobs/housing balance.

**Description.** Deferred taxation is a method of reducing the property tax burden on open space or agricultural land so that the landowner is not forced to sell or develop the property. All or a portion of the tax can be deferred. The technique operates similarly to preferential assessment described above except that the difference between the taxes collected, if any, and the taxes based on fair market value assessment is recaptured by the government when the land is developed.

The Williamson Act described above uses a form of deferred taxation when a contract is canceled. Other than this, state enabling legislation does not exist for deferred taxation.

**Evaluation.** The use of deferred taxation should be closely integrated with local land use controls to prevent misuse by landowners and developers. The system probably would require a constitutional amendment and most certainly would require enabling legislation.



#### 4. Tax Deferral of Selected Developed Property

**Regional Balance Objective.** To encourage certain types of development in specific areas by reducing the property tax burden on that type of development.

**Description.** Moderate to high density housing or labor intensive uses could be encouraged by providing a property tax deferral for a given number of years. This approach would make the project cash flow and project financing look better than they would look without the deferral.

**Evaluation.** The tax deferral system, if implemented at the local level, may actually produce a contrary result. If a local government is reluctant to approve badly needed moderate density housing, its reluctance will increase if the tax revenues of such development are decreased. Some form of tax sharing or subventions could alleviate this. In addition, considerable controversy exists over the importance of the property tax in locational decisions. A tax deferral may be a financial windfall to the developer who would have located in the jurisdiction regardless of the tax deferral.

#### 5. Interjurisdictional Tax Sharing

**Regional Balance Objective.** To remove property and sales tax incentives which encourage local governments to approve inappropriate development in order to get more tax revenues.

**Description.** Many local governments encourage land uses which will increase their property and sales tax revenues. At the same time, they may discourage residential development on the theory that it does not pay for itself. These actions can be a major contributor to the jobs/housing imbalance. Interjurisdictional tax sharing eliminates or reduces this inclination.

The tax sharing system can be regional or an ad hoc. A regional system could pool all tax revenues or just those from development above a set threshold size. The jurisdictions incurring the costs of servicing the tax-producing development obviously should be paid for their expenses. (An additional value of this system is that it reimburses a jurisdiction for costs associated with development just outside of its boundaries). An ad hoc system would deal only with jurisdictions in the vicinity of major tax generators; the tax sharing could be based on fixed criteria or could be set through a negotiation process.

**Evaluation.** A tax sharing system would require state enabling legislation. The concept obviously would meet resistance from communities which are already tax rich or believe themselves soon to be in that situation. A major political effort would be required, and the system of sharing would need to be perceived as being fair. The potential benefits from such a system would be significant in that a major incentive for irrational development patterns would be removed or reduced.



## 6. Revenue Increment Financing

**Regional Balance Objective.** To encourage development in specific areas by upgrading the area and then using the increment from the increased property tax revenues and other project revenues to pay for the upgrading.

**Description.** Tax allocation financing is most often used in the contest of redevelopment. The theory is that a redevelopment agency can attract new private investment and thereby increase the property tax revenues from the new and existing development in the immediate area. The redevelopment agency then collects the added tax increment while the other governmental entities which have taxing authority keep the revenue attributable to the original assessed value. The redevelopment agency uses its revenue from the tax increment to pay off debt incurred in improving the area.

**Evaluation.** Tax allocation financing has proven quite successful in many communities in improving the quality and amount of development within designated areas. One of the major constraints to its use is the opposition from other taxing jurisdictions that object to not being able to benefit from the increased tax base. Often, some reallocation of tax revenues is made, based on negotiations among the entities.

## 7. Government Funding Programs

**Regional Balance Objective.** To encourage housing or job-creating businesses to locate at specific areas through the use of government funding programs.

**Description.** Desired uses can be encouraged through the selected use of government funding programs. In general, this approach is very limited because of cutbacks in funding. Community Development Block Grant (CDBG), HUD housing, Urban Mass Transit, and Small Business Administration funds may be available. State funds tend to be even more limited.

**Evaluation.** Government funds are great if one can get them. In most circumstances, they will not play a major role in achieving a better jobs/housing balance.

## 8. Tax Exempt Bond Financing

**Regional Balance Objective.** To encourage housing or job-creating businesses to locate at specific areas through the use of tax exempt bond financing.

**Description.** Industrial development bonds (IDB's), tax allocation bonds, single family mortgage revenue bonds, multifamily mortgage revenue bonds, and sales tax bonds are examples of the possibilities available through tax exempt bond financing. The advantage of tax exempt bond financing is that projects cost less to finance because the interests costs are lower than in normal bonds. Tax exempt bonds are often used in conjunction with a redevelopment project.

The Tax Reform Act of 1986 had a significant impact upon the use of tax exempt bond financing. Such bonds are now divided into governmental bonds and private activity bonds. Governmental bonds are to be used for traditional public improvement purposes while private activity bonds are to be used for the benefit of a private party. Private activity bonds have several major restrictions, including being subject to a state volume limit.

**Evaluation.** Tax exempt bond financing has been curtailed but not eliminated as a result of the recent tax reforms. Governmental bonds are expected to enjoy continued widespread use. If private activity bonds are not permitted, taxable bonds are sometimes an alternative.

## 9. Development Fees

**Regional Balance Objective.** To encourage a better jobs/housing balance by building facilities or providing services funded through development fees.

**Description.** A development fee is a fee paid by a developer which is used to provide a facility or a service which is required because of the development. Such fees have been used for some time in California for subdivisions, and their use is rapidly increasing for other types of land use approvals. Development fees have been used for water, sewerage, drainage, street, and other public facilities. A few cities have used them for day care centers and low income housing.

A potential use of development fees in addressing the jobs/housing balance would be to require fees from manufacturing plants; the fees would be used to build or subsidize affordable housing in the area which would be suitable for people of the income level who would work at the plant. A more general use of development fees is to provide the infrastructure necessary for development.

**Evaluation.** Development fees are very popular and their use is increasing. One major problem with their use is that the facilities to be funded often are needed before the funds become available. Also, if the fees are too high, they may discourage development. Recent court cases indicate that a reasonable amount of attention must be paid to the relationship between the amount of the fee and the need created by the new development.

## 10. Development Agreements

**Regional Balance Objective.** To encourage a better jobs/housing balance by allowing a more flexible allocation of financial burdens between a developer and the community through development agreements.

**Description.** California has passed legislation providing for agreements between a developer and the local government. The local government agrees not to change the development rules for the project and the developer agrees to provide something in return. The issues covered in a development agreement can be quite diverse. An agreement could provide that the infrastructure

costs be divided in an equitable way between the developer and the local government. The agreement could provide that the developer builds a certain number of affordable housing units. (The development agreement appears to be a good tool for ensuring that affordable housing units stay affordable, at least for the duration of the agreement). The full usefulness of development agreements has yet to be determined.

**Evaluation.** Development agreements are a useful tool in molding development. They present some legal issues which have not yet been tested in court, but the legal consensus appears to be that the concept will be upheld. The experience to date with development agreements indicates that local governments often underestimate what they can obtain during the negotiation process, and that effective public input is often lacking in the process.

## **D. REGULATORY STRATEGY**

### **1. Greater Mixture of Land Uses Within Zones**

**Regional Balance Objective.** Integrate land uses within zones to reduce vehicle miles traveled and allow both housing and jobs to be proximate to each other.

**Description.** Currently preferred zoning methodologies (those that use “exclusive” zones rather than “cumulative” zones) limit the range of land uses within each zone, thereby requiring more trips between zones to get needed services. More integrated zones--such as primarily residential areas with convenience shopping permitted--could have the effect of reducing vehicle miles traveled.

**Evaluation.** In most cases complete ordinance revision would be required. Studies must re-examine the basic assumptions of zoning concerning compatible land uses. A new use classification system could be prepared by SCAG as an exemplar for local government.

### **2. Small Zoning Districts**

**Regional Balance Objective.** To map smaller zones to achieve a greater mix of land uses in each sub-area, thereby reducing trip lengths and allowing for greater diversity of symbiotic land uses.

**Description.** Current zoning accommodates major development by designation of large tracts of land for single uses. Smaller tracts with varied uses (or at least small nonresidential zones interspersed within residential zones) could bring trip ends closer together, thereby reducing trip lengths. Special zones are like traditional zoning districts except that uses are permitted in them in accordance with environmental characteristics of the land and not only their compatibility with adjacent land uses. The special zone has special restrictions that apply to all land uses within the zone and is generally employed where information on the nature and boundaries of the environmental condition of concern is largely complete. This results in a much larger inter-mixture of uses.

**Evaluation.** Since the zoning ordinance must be consistent with the General Plan, more detailed



planning is required to implement this technique. Otherwise, “spot zoning” accusations will ensue. Plan policies must at least specify the need to integrate land uses to make up for the inevitable gross quality of the General Plan map.

### 3. Growth Sequence Zoning

**Regional Balance Objective.** To control the timing and location of growth to deflect residential growth from job-poor areas.

**Description.** Growth sequence zoning, sometimes called “tiered zoning,” divides an urban area into districts of immediate urbanization, near-term urbanization, reserve, long-term reserve, etc. It can be used in conjunction with other regulatory techniques to apply different development constraints in different areas. The availability and cost of public services have been the primary criteria used in decisions about making reserve areas available for development. However, as with other growth controls, this technique could be most useful in promotion of compact mixed urban development patterns. It could have secondary value as a means of diverting growth from job-poor areas. With appropriate enabling legislation, the technique could be applied at the regional and sub-regional scale to allocate growth. The agency would have to be given the power to plan land use distributions throughout the region.

**Evaluation.** Implementation problems are sizable, including the necessity for significant amounts of data upon which to base the growth zoning and the comprehensibility of a totally new set of growth management zones. However, where the criteria for mapping are sound and explicit, and where the locational information on the growth determinants (e.g., housing and job needs, hazards, socio-economic composition and natural resources) is abundant, this approach to growth control may have good long-term potential. Some legal issues have arisen, and may continue to arise.

### 4. Conservation Zoning

**Regional Balance Objective.** Limiting development in areas of fragile natural values and unique characteristics may be secondarily useful in achieving better jobs-housing balance.

**Description.** Conservation zoning, also called “open space zoning,” encompasses a variety of special zoning techniques suited to different environmental conditions. The aquifer recharge area is used where surface water is a significant contributor to groundwater. It usually restricts density and impervious groundcover, requires transport of effluents away from an area or controls private sewer systems including septic tanks. Another example of the technique is the aquatic preserve or wetland conservancy district in which certain uses are restricted; selling, filling, and dredging is limited; density transfers are permitted; buffers between land uses and sensitive edges are required; and runoff and erosion/sedimentation controls are required. All these can be considered in identifying job-poor areas subject to early and/or premature development.

**Evaluation.** Data needs are the most substantial of any technique. Insufficiently researched and poorly designed regulations may be subject to serious legal challenge.



## 5. Special or Conditional Use Permits

**Regional Balance Objective.** The “special permit” or “conditional use permit” allows a use different from that specified in the ordinance as permitted by right, when conditions and criteria prescribed in the ordinance can be satisfied (Government Code Section 65901). Its purpose is to control the number of such uses, insure that the use is compatible with the proposed site and insure that uses with many externalities are properly located. The suitability of the area for the proposed use, rather than hardships due to the uniqueness of the property, must be demonstrated. For example, even though a district is zoned for low density residential use, such projects as a rest home or a boarding house may be permitted by special permit upon appropriate showing. For current purposes, certain uses which are involved could be made conditional, e.g., new housing in job-poor regions or new employment generators in housing-poor regions.

**Description.** The special permit procedure is employed in preference to special zones or overlay zones where information is incomplete. Special permits will be required in a zone when there is a determination that there is a likelihood that a specific constraint may exist. Procedures on the handling of special permit applications vary in different counties and cities. Evaluation may be performed by the planning commission or department, a board of zoning adjustment or zoning appeals, or a zoning administrator, with appeal to the city council or board of supervisors. Permits granted by the zoning administrator may be called “administrative use permits” and may exist in addition to special use permits. The scope of review is more limited, involving less discretion and greater adherence to adopted plans and standards. They might be used for smaller projects which would have less potential impact.

**Evaluation.** A conditional use permit procedure, if used extensively in a local community, requires a well-trained staff. Review of development proposals is time-consuming and many staff members are not comfortable dealing with the more subjective criteria often found in conditional use permit ordinances. Courts have permitted very general criteria for the issuance of a use permit. However, there is a requirement that findings be made in a conditional use permit action. SCAG may wish to present model criteria and findings.

## 6. Development Timing Permits

**Regional Balance Objective.** To control the timing and location of urban development with direct impact on the pattern of jobs and housing.

**Description.** Under the system of development timing permits, also known as “special development permits,” land zoned for residential use is not allowed to be subdivided until the landowner obtains a special permit from a city council or board of supervisors. This permit is granted only if the landowner can show the availability of adequate public services such as sewers, drainage, park sites, and roads. Adequacy of service is measured by accumulating points on a scale designated in the ordinance. For example, proximity to jobs could earn the developer points. A landowner instead of accumulating points could provide the needed jobs himself.

**Evaluation.** As with other growth management techniques, development timing permits raise constitutional issues of right to travel, due process of law, etc.

## **7. Growth Management Quota System**

**Regional Balance Objective.** (1) To restrict residential growth to reduce increases in vehicular travel and pollutant generation; and (2) to ensure compact development and impacts consistent with regional policies.

**Description.** The implementing agency limits the number of new residents or dwelling units which its jurisdiction may accommodate within a year. A special permit is required to develop. As applied in some jurisdictions, rival plans are evaluated by a reviewing board which rates proposals in terms of public services, quality of design, environmental quality and other factors. The ratings determine precedence up to the point where the annual quota is filled. The review also could allow the agency to examine anticipated job availability.

**Evaluation.** The system has been upheld although it is still subject to accusations of favoritism. Implementation constraints are similar to those of all special permit procedures.

## **8. Impact Zoning**

**Regional Balance Objective.** To evaluate development proposals against prescribed impact criteria, which may include job and housing availability.

**Description.** Impact zoning involves the application of a “performance” or “operational assessment” approach to anticipated effects and the allowance of corresponding development. The EIR process provides substantial information on impacts which can be evaluated against criteria on availability of housing and jobs. The environmental assessment process has the potential to be merged into a more refined method for comprehensively estimating economic and other impacts in quantifiable ways through, in part, the use of cost-benefit analysis. Impact zoning can be viewed as the obverse of performance standards. Rather than a limitation being placed on external impacts after development is to be there, these impacts dictate the level of allowable development before its approval. The process can be allied with site plan review in the subdivision process.

**Evaluation.** Constitutional problems may arise if the impact criteria are imprecise or excessively subjective. Denial of development permission may be challenged if the relation to the public health, safety and welfare is unclear. Proposal review is time consuming and complex and may be beyond the capabilities of many local agencies.

## 9. Density Regulations: Cluster Zoning, Transferable Development Rights or Credits, and Incentive Zoning

**Regional Balance Objective.** To achieve more dense development patterns to reduce trip lengths and increase job availability.

**Description.** As with many of the other techniques, density regulations can be used to affect trip patterns and jobs proximity. The technique is also applicable to the dispersion or reduction of development in pursuit of balance. There are at least five kinds of housing density regulations: (1) cluster (or "density") zoning; (2) transfer of development rights or credits (TDR or TDC); (3) incentive zoning; (4) slope-density provisions; and (5) planned unit development (discussed below). All allow a certain flexibility in the handling of a fixed density requirements and involve careful review of development plans.

Under cluster zoning, development permitted on one part of a site can be transferred to another part of the site. (Under TDR or TDC, development is transferred to another site). Cluster zoning allows placement of structures anywhere on a site without relation to minimum lot sizes. Site constraints can be more easily accommodated and greater development potential ensues.

Transfer of development rights or credits is a relatively new concept that has been applied under only very controlled circumstances. It involves the differentiation of certain development rights from other property rights, usually by public action, for exchange in the open market or through a public agency. The technique combines exercise of the police power, eminent domain and development functions and can involve taxation policies. It avoids uncompensated reductions in land value which can accompany most exercises of the police power, thereby allowing great control over use and intensity location.

Incentive zoning allows density bonuses for provision of certain facilities, amenities, or design improvements. These could also include job provision.

**Evaluation.** Cluster zoning requires sophisticated planning and zoning, but does not require substantial personnel or expertise. Transfer of development rights, on the other hand, is complex in its conception and requires careful program design and administration to avoid numerous planning and legal difficulties that could frustrate its purposes. Incentive zoning is relatively simple to institute, but also has raised some legal issues.

## 10. Intensity Regulations

**Regional Balance Objective.** To regulate the ratio of open space to development (and indirectly to regulate density).

**Description.** The most straightforward application of intensity regulations is in the form of lot size specifications: small lots to concentrate development for urban compaction; building spacing and



height-distance relationships, to improve livability; and floor-area ratios (including impervious surface ratios and landscaped space ratios), to increase building intensity of nonresidential uses, and to increase the ability of services to handle development and for visual objectives.

Lot size specifications have usually required minimum lot sizes per dwelling unit or structure in order to reduce density and increase open spaces. Much less rarely used are maximum lot sizes to encourage higher-density development and clustering of structures. (Intensity regulations apply only to the required lot area per building site and do not preclude retention of portions of a tract in open space. The floor-area ratio (the maximum floor area permitted per square foot of lot area) more directly relates structural coverage to uncovered lot area, though it provides only minimal incentive to build at greater densities.

The open space ratio is a more direct means to the same objectives: each building, dwelling unit, room, or square foot of floor area is required to have a corresponding proportion of unsurfaced groundspace on the same lot. In some applications, the open space can be provided elsewhere on the development site. All or part of the open area may be required to be landscaped, in which case there is a landscaped area ratio; impervious surfaces may be limited with a maximum ratio applied.

**Evaluation.** Lot size zoning is crude and easily applied, but may ignore important differences among sites. Open space and other ratios are the most direct and powerful intensity regulation; with careful study--which is more costly in terms of ordinance preparation but probably not implementation--standards can be varied from zone to zone, thereby permitting greater attention to localized conditions.

## **11. Off-Street Parking and Loading Regulations**

**Regional Balance Objective.** To discourage automobile trips in order to reduce congestion and increase transit use.

**Description.** The off-street parking regulations of most zoning ordinances require minimum numbers of parking spaces for specified land uses. Recent work in parking management has indicated the utility of parking space maximums as a means of discouraging vehicle trips and enhancing the jobs-housing balance. There has been a concomitant realization that vehicle disincentives must be accompanied by transit improvements. One proposal is for limitations on parking spaces only where transit service is available: As the transit system expands, other parking spaces could be eliminated either by revocation of special permits or through amortization of non-conforming uses.

**Evaluation.** Off-street parking requirements and related improvement standards are an accepted part of zoning provisions. Once standards and regulations are established, little administrative attention is required except as a normal part of the development review process. The concept of parking maximums or prohibitions is a new one, requiring full explanation.



## **12. Temporary Moratoria on Development**

**Regional Balance Objective.** To slow or temporarily halt growth while comprehensive planning is performed.

**Description.** Temporary moratoria on development have been used to help localities withstand the secondary environmental effects of uncontrolled growth. Interim zoning, discussed below, is the most familiar moratorium technique, but cities and counties also may have the power to suspend the granting of building permits for residential construction until certain criteria for the provision of services are met.

Interim zoning is temporary zoning enacted during the preparation of a general plan or an element thereof for the purpose of preventing development which might defeat the ultimate execution of the plan. Very restrictive regulations are permitted because the regulations are not permanent and because the courts recognize that adequate time is required for the preparation of local plans. Virtually all uses can be prohibited. Interim zoning is authorized by Government Code Section 65858. The statute prescribes the procedures which must be followed and the maximum length of time the interim zoning can be in effect. Charter cities are not bound by these provisions and could adopt interim zoning unless prohibited by their charters. The courts would then probably use a standard of reasonableness in ruling on the maximum time an interim zone may be in effect.

The courts have raised some issues regarding interim zoning. The city or county should be able to show that it does in fact have a planning program in process or is about to engage in one. As with other types of zoning, interim zoning may not be used to lower the value of the property in anticipation of public purchase. Also, it is essential to adopt the zone before, not after, inauguration of the planning program and applications for building permits are made.

Moratoria and interim zoning in particular are easy and inexpensive to implement. No background studies or plans need be done.

## **13. Contract Zoning and Development Agreements**

**Regional Balance Objective.** To enable the implementing agency to place restrictions on the development of a site in accordance with the jobs-housing balance.

**Description.** Contract zoning is a rezoning in which the applicant agrees to special restrictions on the rezoned property which do not apply to other property located in the same zoning classification. Contract zoning is sometimes called conditional zoning. There have been attempts to distinguish the two but it is probably safest to consider them to be the same. An example of contract zoning would be where the local government agrees to rezone from agricultural to industrial if the landowner guarantees the provision of a certain number of jobs.

**Evaluation.** Contract zoning involving dedications has been upheld in California. However, the

courts have said that contract zoning which limits uses beyond those permitted elsewhere in the zone would be invalid.

Contract zoning requires no special planning studies or special skills. The city attorney or county counsel should be consulted before it is used.

## **14. Floating Zones**

**Regional Balance Objective.** To selectively permit special uses or use groups within a jurisdiction in accordance with defined criteria for location and impacts.

**Description.** A floating zone is similar to a conventional zone except that it is not fixed to any location in the community. The most common example is a Planned Unit Development (PUD) Zone. The provisions of the floating zone are contained in the zoning ordinance and the zone itself is usually mapped upon application by the landowner. However, provisions could be written so that the government could initiate the action to locate the zone.

One purpose of floating zones is to permit specific regulations to be applied to certain sites or areas when it would not be practical to apply the regulations in advance to large areas. Floating zones also may be used to avoid residential over-zoning--land is zoned for a low- or moderate-density use and is rezoned to a higher-density use only upon application.

**Evaluation.** No specific enabling legislation exists for floating zones. In order to minimize legal problems, a floating zone should have some standards which must be met before the zone could be located. The only background studies or plans necessary are those to establish the standards for location. Most of the required studies can then be shifted to the landowner. The local government must have the capability to evaluate an application for location of the floating zone.

## **15. Planned Unit Development Procedure**

**Regional Balance Objective.** To improve site design in accordance with plans for a jobs-housing balance by allowing density bonuses and other development incentives.

**Description.** A planned unit development (PUD) is a unified development which is excluded from the general setback, yard, and height regulations of the zoning code and thus produces clustering of development. A PUD normally is used for residential uses but also may be used for commercial, industrial, or a combination of uses. A PUD usually results in a common open space area and frequently has commercial and public facilities to serve residents.

Because it involves wide discretionary authority, approval of PUD applications can be conditioned on development that is sensitive to localized economic needs. The integration of land uses also reduces the need to make trips by placing needed jobs and services within walking, biking, or at worst short driving. Negotiations between developer and government are usually handled by the plan-

ning department or a zoning administrator, with approval by the planning commission. The application procedure can usually be carried on concurrently with subdivision map approval. Required submittals typically include a preliminary development plan, site analysis, tentative development plan, and final development plan.

No specific enabling legislation exists for PUD but its use has been upheld by California courts.

**Evaluation.** Any legal issues in California concerning PUDs are likely to be with the procedures for establishing the PUD rather than on the validity of the concept. A PUD may be established either by rezoning or by means of a conditional use permit. A rezoning should be enacted by an ordinance passed by the local legislative body. A conditional use permit procedure must permit limited administrative discretion.

A PUD ordinance places most of the burden of planning and design studies upon the landowner. The ordinance is easy to implement if the planning department has the personnel to review applications.

## **16. Non-Conforming Uses/Amortization**

**Regional Balance Objective.** To provide the means to abate land uses that are incompatible with jobs-housing balance plans and zoning objectives.

**Description.** A non-conforming use is a use which was a lawful use existing on the effective date of the zoning restriction but which is not in conformity with the current zoning regulations. Non-conforming uses include non-conforming building and non-conforming uses of buildings and land. Non-conforming use regulations can be very important in the implementation of an effective planning and zoning program, and may have some indirect benefit in encouraging jobs-housing balance by curtailing excessive nonresidential or industrial activity in jobs-rich and housing-poor areas.

The objective of these regulations is to eliminate or at least prevent expansion of buildings or uses which do not conform to current policy or zoning regulations. No specific enabling legislation exists authorizing elimination of non-conforming uses. The "taking clause" of the state and federal constitutions sets limits on elimination.

Many zoning ordinances have provisions concerning the expansion of non-conforming uses, their change to another use, the amount of repair or alteration permitted, and prohibitions on reuse after abandonment or destruction. A non-conforming use of land may be terminated immediately. A non-conforming building, or non-conforming use of a building, on the other hand, usually cannot be terminated until it has been found to be a nuisance. The law requires that some amortization period be provided. The period can be equal to ordinary economic life but there is still some debate over whether the time period can be shorter than that.

**Evaluation.** Implementation of a non-conforming use program requires no special studies or staff



but it does require sufficient personnel to discover non-conforming uses and to monitor them. For these reasons, and because of the unpopularity of large-scale enforcement, the termination provisions of non-conforming use regulations often are not implemented.

## 17. Specific Plans

**Regional Balance Objective.** To promulgate a comprehensive set of regulations for the development of an area in accordance with comprehensive plans.

**Description.** The specific plan, authorized by Government Code Sections 65450, et seq., permits the local planning agency to prepare “specific plans” for the “systematic execution of the general plan” for adoption by the legislative body. The form of presentation of the specific plan typically is by a map and accompanying text statements. Despite its name and its authorization by state law, the specific “plan” is regulatory in effect. The specific plan must deal with a broad range of aspects of control, including use, population density, intensity and building form, and public facilities.

Specific plans have significant potential for jobs-housing applications, especially where development is proposed in locations where uses are proposed for change. Here the plan could be used to provide significant variation in regulation of areas which are needed for intense urbanization.

**Evaluation.** There are many significant legal and constitutional issues related to the specific plan. One of the most important is the significant potential for detailed variation allowable within small areas. For instance, in some areas it may be possible to entirely prohibit residential development while giving enormous latitude for employment-generating development. Occasionally, to avoid the problem of economic disparity, some development permission is allocated in a roughly equitable manner to assure that all owners can achieve some return on their lands. Of course, the courts have generally allowed uneven treatment if the regulatory proposal is predicated on sound planning policy.

Another issue is the extent to which the specific plan can supersede or supplement underlying zoning. An argument can be made that the requirements for “consistency” of zoning with the general plan indicate that a specific plan would not replace zoning, but would merely supplement it. Other positions exist on this issue.



SCAG  
JOBS-HOUSING BALANCE STRATEGIES  
EVALUATIONS AND RESPONSIBILITIES MATRIX

	Evaluation										Optimal Allocation to Alternative Agencies	
	Difficulty of Establishment	Legal Authority	Public Acceptance/ Understanding	Jobs-Housing Balance	Administrative Costs/Problems	Requirements for Coordination	Regional Planning and Development	Umbrella Regional Agency	New Jobs-Housing Balance System	SCAG/AQMD Joint Agency	SCAG Coordinating System	Local Agencies
<u>Planning</u>												
Regional Planning Element	X	X			✓							P
Adherence to Regional Plan	X	X	X	✓		X					P	P
Regional Agency Oversight	X	X	X	✓	X	X		P	P	P		S
Regional-Local Conflict Procedure	X	X		✓	X							
Plan Intensity		✓	✓						P			P
<u>Investment</u>												
Land Acquisition		X	X				P		P			S
Housing Subsidies		X	X	✓	X		P		P			S
Downtown Revitalization	✓	✓	✓			X	P		P			P
Employment Programs	X		X	✓		X	P		P			S
Human Services	X	X	X		X		P					P
<u>Financial</u>												
Fair-Share Bonus/Charge	X	X	X	✓	X	X	P	P	P			
Preferential Taxation	X	X		✓	X	X	P					
Deferred Taxation	X	X			X	X	P					
Tax Sharing	X	X	X	✓	X	X	P	P	P			P
Tax Allocation Financing	✓	✓	✓									P
Industrial Development Financing		✓	✓	✓		X	P		P			P
<u>Regulation</u>												
Mixture of Land Uses	✓	✓	X	✓			S	S	S	P	S	P
Small Zoning Districts		X		✓			S	S	S	P	S	P
Growth Sequence Zoning	X	X			X	X	S	S	S	P	S	P
Conservation Zoning		✓					S	S	S	P	S	P
Special Permits	✓	X	X	✓	X		P	P	P	P	S	P
Development Timing Permits	✓	X	X	✓	X		P	P	P	P	S	P
Growth Management Quota	X	X	✓	✓	✓	X	P	P	P	P	S	P
Impact Zoning	X		X	✓	X		S	S	S	P	S	P
Density Regulations	X	X	X	✓	X	X	S	S	S	P	S	P
Intensity Regulations				✓			S	S	S	P	S	P
Parking Regulations	✓		✓				S	S	S	P		P
Temporary Moratoria	✓	X	✓				S	S	S	P	S	P
Contract Zoning		✓			X		S	S	S	P	S	P
Floating Zones	✓						S	S	S	P	S	P
PUD Procedure	✓		✓	✓	X		S	S	S	P	S	P
Nonconforming Use Amortization		X	X		X						S	P
Specific Plans		✓	X	✓							S	P

Legend

- ✓ = ease/advantages  
X = difficulty/problems  
P = primary responsibility  
S = secondary responsibility  
□ = N/A or neutral

## APPENDIX 3

### URBAN FORM ANALYSIS

Submitted for Inclusion in the  
Southern California Association of Governments  
Growth Management Plan, 1989

by

THE PLANNING INSTITUTE  
SCHOOL OF URBAN AND REGIONAL PLANNING  
UNIVERSITY OF SOUTHERN CALIFORNIA



## URBAN FORM ANALYSIS

Our earlier analysis suggests that in a dynamic region there is no such thing as an optimum-sized sub-center, nor is it possible to identify optimal sub-center densities. The conceptual model made the point that sub-centers rise and fall as part of an overall regional spatial restructuring whereby the area remains competitive on world markets. Sub-centers grow to a size where the benefits of agglomeration are not yet offset by growing congestion costs. This principle, however, does not indicate an optimal node size since the underlying agglomeration and congestion functions change so rapidly.

We have identified nineteen activity centers in the five-county area. Yet, these centers only account for 17.5% of the total jobs. 82.5% are scattered around the region in spatial groupings that cannot really be called 'centers' in the traditional sense. Rather than an 'urban village,' these tend to be dispersed activity nodes that are expected to become more prominent in the region's future. They are too spread for much face-to-face contact. They are not likely to be traversable by pedestrians. They are dependent on auto access and parking, an attribute which should be recognized as they grow. Conventional and para-transit modes will have a moderate role in these centers and major buildings (of which there will be few) should be designed with vehicle bays and shaded waiting areas fitted into the structures' major entrances and access points.

The built environment that is developing in the SCAG region is, perhaps, too varied to discuss in a short essay. There are a few principles, however, that should be considered. First, the old concept of the 'livable city' is probably simply a rhetorical device whose usefulness in the local context must be re-examined. Not only have 'livable city' designs been few-and-far-between, but a case can be made that they belong more to the receding dream of the 1980's downtown than to the modern regional cityscape -- even one with that contains a number of 'urban villages.'

The far-flung and dispersed settlement pattern that will continue to characterize Southern California will be dominated by auto-oriented 'commercial strips,' 'mini-malls,' 'fast-food rows,' etc. These fixtures have drawn widespread criticism from planners and architects while they continue to prove their economic durability. Surely, auto-oriented developments cannot be removed altogether and the City of Los Angeles' recently enacted ban on 'mini-malls' does not hint that a well developed policy response is at hand.

How, then, can Southern California present a coherent urban form and a set of policies that would promote that form? How is 'livability' assured in a pattern of regional urbanization in which distinctions between the core and the periphery are not so dramatic; in which centers, although in greater numbers, play a proportionately less important part in the urban game; in which density gradients are more frequent and flatter than we are used to; and in which accelerating growth at the periphery perpetually alters the natural landscape in which we frame our view of development?

Conventional tools and expectations may not be too helpful here. We can take comfort from information that suggests that while designers and conservationists lament urban sprawl, it continues to pass market tests with its users. Moreover, designers who see urban 'sprawl and spread' as a



process yielding undifferentiated urban form should feel sobered by residents in the new outlying areas who rarely report being lost when searching for their neighborhoods.

As argued elsewhere in this essay, the promotions of jobs/housing balance may create more rather than less differentiated urban form at the regional scale. In other words, if we are redefining 'livability' in terms of such balance (and its cascading effects on environmental quality, real wages, and stress) then our criteria for urban form must adjust accordingly. Much research on the perception of urban form suggests that perception is a function of many non-physical as well as physical attributed (Lynch, Appleyard, Banerjee, Proshansky, et al). The appreciation of urban form and the meaning that form conveys to the viewer are inseparable. Small-scale design, i.e. neighborhood and block become the repository for signs and symbols that, both, orient and elevate human perception.

It follows, therefore, that urban form strategies for the region should encourage the following:

1. Greater emphasis placed on the differentiating power of local designs (architecture, street furniture, and subdivision configurations).
2. The orientation of major travel routes to significant landscape features need to be emphasized in their design (e.g. the Foothill freeway).
3. 'Centers' architecture, no matter how modest the centers may be, should reflect, perhaps even exaggerate, their presence rather than the otherwise dispersed pattern of the region (to serve Wren's steeples).
4. Urban form policies dealing with areas larger than their neighborhood must be flexible enough to tolerate a wide range of interpretations. Each succeeding ring of metropolitan growth should be allowed its own character.
5. Cultural diversity and the ethnic clustering must also be given expression in urban form (the 'new rancheros' of Santa Margarita, Moreno Valley, Rancho California; the Chinese Beverly Hills in Monterey Park, the Koreatown of Los Angeles and the many Latino neighborhoods and cities).
6. All the commercial districts such as the mid-Wilshire, Santa Ana, Riverside, suggest that the development of a medium-to-higher density residential vernacular should be placed on the design agenda.

California has done remarkably well in refining the design of the single-family home and is not likely to have much need for refining the design of the residential tower. It is the in-between densities in which so much of Southern California resides (ten to forty dwelling units/acres) that have received the least creative attention. In any case, local zoning codes do not help; they merely promote bad repetition. The creation of the prototype designs of these densities and their promotion in local design and development codes would help improve these older centers enormously.

## APPENDIX 4

### SOCIO-ECONOMIC POLARIZATION OF THE SCAG REGION

Submitted for Inclusion in the

Southern California Association of Governments

Growth Management Plan, 1989

by

THE PLANNING INSTITUTE  
SCHOOL OF URBAN AND REGIONAL PLANNING  
UNIVERSITY OF SOUTHERN CALIFORNIA



## SOCIO-ECONOMIC IMPACT ANALYSIS

Many analysts have recognized that the U. S. economy's labor market is the world's most potent anti-poverty device. Indeed, unabated legal and illegal entrance to this market bears strong testimony to this view. The peculiar strengths of Southern California's economy, as outlined in earlier chapters of this report, sharpen the social importance of the local labor market.

At the same time, it is clear that strong upward mobility is not available to everyone. Nor is upward mobility an unmixed blessing. Social stresses are a consequence of both phenomena. It is now apparent that many black Americans have been moving upward -- while many other blacks have drifted in the downward direction. The lowering of some traditional barriers have enabled the black middle class to flourish as never before. At the same time, the exodus of the middle class from traditional black neighborhoods, a notable achievement of recent legal and social developments, has left a lower-middle and 'under' class in worse straits than ever. In fact, the black population is now so economically 'bi-polar' that the traditional use of statistical measures of central tendency (average wealth, median income, etc.) is thought to be completely meaningless. For other groups (the immigrants, the homeless, other ethnic and disadvantaged) the patterns are less clear. Many of them do, however find some measure of relief in regional 'shadow' markets for housing. The expectation that these sources of housing supply may come under increased pressure under the growth control scenario (see discussion, below) bodes poorly for these groups.

The documented plight of blacks, however, turns out to be one of the most powerful examples of the social consequences of spatial settlement changes, since some of the socio-economic difficulties have been traced to the spatial separation of the various black income groups. It remains to be seen whether aspects of this problem can be treated by elaborations of SCAG's 'fair share' approaches.

Bi-polarity, while less pronounced, can be detected for other local ethnic groups. In each case, the reasons for the trend are complex and not always well understood. Further research is surely called for.

Rapid upward social mobility also has effects that may be costly in the long run. The costs that are associated with the break-up of the 'extended family' have been well documented. We see no trends in the near future that would help to reverse any of the ominous side-effects that appear to accompany our prosperity and economic success. The traditional response of Americans to social difficulties has been to move away from them -- less so than to organize local solutions or local concern.

The moving-away option will continue to be available to all but the poorest of Southern California and will limit the development of proud and distinct neighborhoods that seek to resolve their difficulties. It is unclear that SCAG's growth plans can limit or reverse these particular tendencies.

The socio-economic impacts of growth control would probably exacerbate tensions and problems that already exist. As noted in our discussion of population impacts (growth contingency analysis), the affluent and the young would be those most likely to leave (or avoid) the region, in search of new housing and employment, if the strictures of growth control become severe enough. The median age



of residents would rise. The population would be older, less affluent, less mobile, more service dependent, and certainly less entrepreneurial.

Minorities would be disproportionately affected. Minority households are typically large in size, and doubling-up is already visible in many of the region's minority enclaves. These factors suggest some coping mechanisms that will have to come into play if housing and jobs become harder to find. Lacking the income for home ownership, many minority households will concentrate in the communities having a larger rental housing stock. These minority concentrations are, of course, in the urban subregions. These subregions would be challenged to provide more services, especially schools. Ethnic tensions will probably be strained if competition for limited opportunities increases.

Our housing impact discussion identified several socio-economic reactions to housing shortages and overcrowding, including family tensions and the potential for increased criminal activity. Lack of jobs could lead to more informal economic activity such as bartering and street vending. Crime as a career choice would also be considered by more young people.

Elderly, disabled, minority and single-parent households would receive less social service support, as suggested in our discussion of fiscal impacts. Development exactions that have filled much of the funding gap left by Propositions 13 and 4 would be cut off, further limiting local governments' abilities to serve the needs of the changing populations.

Most of the socio-economic benefits of growth control would be enjoyed by middle income homeowners who are not impacted by the projected employment cutbacks. These enclaves as well as the service facilities available to these groups would be less congested since access to them will be restricted compared to the normal economic development scenarios.

## **APPENDIX 5**

### **REGIONAL OPEN SPACE POLICIES**

Submitted for Inclusion in the  
Southern California Association of Governments  
Growth Management Plan, 1989

by

**SEDWAY COOKE ASSOCIATES**



## INTRODUCTION

Protection of natural resources is essential for the Southern California populace as well as for the region's overall environment. At the same time that natural processes are allowed to function, our air, water, and land are being protected. Natural resources and processes have more than aesthetic and recreational value; they are critical to human survival. Hence, the protection of these processes and resources, and the open space in which they are found, clearly is in the public interest.

A major problem facing the Los Angeles Metropolitan Region today is the random scattering of development. Open space shapes and structures this development into logical use of land. Development should take place only in those areas not intrinsically suited for open space.

The SCAG open space plan should preserve and manage the use of natural resources. Open space safeguards stem from both the normal effects of nature and the hazards of short-sighted human alteration of the environment. Elements for conservation are defined and identified by physiographic, geologic, vegetative, and hydrologic characteristics. Land to be preserved does not depend only upon demand for recreational land or scenic quality. Rather, preservation of natural space depends on unsuitability for urban development and importance as a natural resource. Open spaces, which are of the greatest benefit if kept free of development, are essential to the proper functioning of natural systems. These natural resources are:

- oceans and watercourses;
- wetlands;
- groundwater recharge areas;
- floodplains;
- erodible soils;
- forests;
- soils with limitations for development;
- agricultural lands; and
- areas of unique/endangered plants and animals

Regional development must be compatible with, and be based upon, protection of natural resources. When vulnerable areas are identified, they should become a key basis for regional policies which guide the location of private investment, serve as a means for coordinating public services and facilities, direct regulation, and ensure efficiency in urban investments.

Thus, a total regional open space system for Southern California must be based on its natural processes and resources and accommodate the basic functions of open space: Protection of natural resources, provision of recreation, and structuring of urban development. In the final analysis, such a system must meet the needs and demands of the Southern California population.



## OPEN SPACE CONSERVATION POLICIES

Environmental quality is determined by natural resources and human use and misuse of those resources. Regional planning should emphasize that the wisest possible use be made of these resources: Which are to be consumed and which preserved for today's and future populations. By deciding which should be protected, the pattern for urbanization is determined.

Urbanization in Southern California has not reflected an adequate concern for establishing a balance between man and the natural environment. All lands in the Los Angeles Metropolitan Region's are not suitable for urban development. The protection of lands should not depend only upon the land uses they can accommodate. The designation of open space areas should be based on what is needed to protect such vital natural resources as wetlands, groundwater recharge areas, floodplains, woodlands, production lands, and lands containing unique or endangered plants and animals; and based as well on what is needed to avoid such hazardous environmental conditions as erosion, poor soils, and seismicity.

Protection of these lands safeguards humans from the normal long-term effects of natural processes and from the effects of short-sighted human alterations of natural resources. Protecting these resources can thereby promote the health, safety, and general welfare by allowing natural ecological systems to function normally to benefit society.

Land use designations should recognize these systems and respond to them. Protection does not mean total prohibition of these lands from other uses; rather it means the wise and managed stewardship of the lands, preserving the normal functioning of the natural systems, yet allowing compatible development. In some instances, open space areas should be kept free of development. In some instances, such areas can sustain certain types of development without a detrimental impact. And some open space may not be inherently vulnerable, but should remain open due to its regional location.

The retention, design, and use of protection open space can serve many functions and satisfy many needs. Generally, urban development should not occur in wetlands, floodplains, on certain shorelines and erodible slopes or in natural areas needed for educational or recreational purposes. Yet, development is now occurring in many of these areas. With some notable exceptions, open space has not generally been treated as an important aspect in the planning and development of the region.

A special relationship should be established between the natural environment and the use of land. It is important that natural resources provide initial direction to and be a basis for SCAG's regional planning and for local land use planning. Location, design, and construction of land use and infrastructure must be compatible with and be based upon the management of open space. Before development occurs, the impact on open space should be assessed and necessary and appropriate changes made in plans and programs.

## Policies

**Open Space Function.** The open space system should be a primary basis for the development of regional and local comprehensive land use plans. Regulations should be established for protection of open space, and the general location of protection open space areas should be identified at the regional level.

**Consistency with Jobs/Housing Balance Objective.** Open space policies should generally comport with and foster a balance between employment and available housing in any given subregion. To this end, different open space policies may be selected depending on a subregion's status as "jobs-rich," "housing-rich," or "balanced."

**Jobs-Rich Subregions.** Subregions in which the ratio of jobs to housing units substantially exceeds 1.20 to 1 may be considered "jobs-rich." In these areas, open space allocations should be increased over current levels, in order to create an environment more attractive for living, as compared to working, than is presently the case. Concurrently, incentives not inconsistent with increased open space allocation should be provided for residential development.

**Housing-Rich Subregions.** Subregions in which the ratio of jobs to housing units falls substantially short of 1.20 to 1 may be considered "housing-rich." In housing-rich subregions, current open space requirements should be relaxed in order to entice employers to relocate to such areas (by allowing them to maximize their per-square-foot revenues and minimize per-square-foot costs). Relaxation of open space requirements may also result in the conversion of existing housing units into commercial (job-yielding) units, thus decreasing the number of housing units vis-a-vis commercial units.

**Balanced Subregions.** Subregions in which the ratio of jobs to housing units is not substantially above or below 1.20 to 1 may be considered "balanced." In these areas, current open space allocations should be considered optimal and left unchanged, unless desired changes can be made without inducing imbalance. As formerly imbalanced areas come into balance, their open space allocations may be adjusted upward or downward, as appropriate, until they comport with allocations in already-balanced areas. Newly developing areas should allocate open space in accordance with allocations in currently balanced areas.

## Allocation Standards

Currently, no set criteria exist for formulating open space allocation standards, other than for recreational use open space (parks). However, in light of the regional objective of jobs/housing balance, a "mean allocation standard" should be set. This standard should reflect the average total open space (including all non-park open space) allocation, expressed in terms of acres per 1,000 persons, of presently balanced areas. In no instance should the standard fall short of SCAG's current recommendation of 15 regional park acres per 1,000 persons. Consistent with the open space policies set forth in (A) above, "jobs-rich" areas should allocate open space in excess of the mean, while "housing-rich" areas should allocate less than the mean.

“Balanced” areas, by definition, should already have allocated at or near the mean. As imbalanced areas come into balance, allocation should be adjusted toward the mean.

## Implementation Tools

In jobs-rich areas, implementation of appropriate open space policies will require both acquisition of new, and preservation of existing, open space. In housing-rich areas, it may be desirable to transfer portion of existing open space out of immediate public control. Balanced areas will wish to preserve existing open space and provide for future acquisition contingent upon increased open space demands. Various tools are available to implement acquisition, preservation, or transfer of open space.

**Acquisition of Open Space.** The following are tools by which to acquire open space.

- Acquisition of Fee Simple Interest. Public ownership of open space land in fee simple affords the most complete control over such land; however, high costs may render full fee acquisition impractical.
  - Outright Purchase. This is the most common and direct method of acquiring open space. Prohibitive expanse and/or inadequate market supply may make outright purchase impossible, although surplus state and federal land, if available, may be purchased by public entities at a 50% or better discount from market value. Further, acquisition costs may be defrayed through the use of “purchase and leaseback” arrangements.
  - Installment Purchase. This method allows public agencies to “amortize” their acquisition costs over the “life” of the installment purchase agreement. Drawbacks are that in the aggregate, amortized acquisition costs may be higher than the costs of outright purchase, and that title does not vest in the public agency until all installments have been paid.
  - Eminent Domain and Excess Condemnation. These methods maybe appropriate where suitable open space property is not on the market and owners of such property will not sell it voluntarily. Use of eminent domain and excess condemnation require proof of a “public purpose” (a term which probably encompasses open space, see Hawaii Housing Authority v. Midkiff, 467 US 229 (1984), and payment of “just compensation” (usually interpreted as fair market value) to the owner of the condemned property. Thus, costs may be as high as those associated with outright purchase, possibly higher depending on attendant legal expenses.
  - Tax Foreclosure. This method allows public agencies to acquire tax delinquent property for open space use, subject to possible owner/ taxpayer protections afforded by law.



- Dedication Requirements. As a condition of development, public agencies may extract land from developers of new tracts, or money in lieu of land, for open space use/acquisition.
- Gifts. The use of incentives such as tax deductions or credits may encourage outright gifts of property or sales at reduced prices.
- Acquisition of Less than Fee Simple Interest. By acquiring less than all of the property rights in a given parcel, a public agency may realize open space objectives without incurring the substantial costs associated with full fee acquisition.
  - Easements. Easements are used to obtain or preserve access to and from open space areas, or for scenic purposes, i.e., to acquire or preserve “viewsheds.” Easements may be purchased, acquired via condemnation or arise “proscriptively” if certain criteria are met.
  - Purchase and Resale with Deed Restrictions. By this method, the public agency purchases (or condemns) property in fee, then sells the property with deed restrictions limiting development. The net “cost” will be the diminution in the property’s value due to the restrictions limiting its development.
  - Leases. Leases allow the control of property as if in fee. However, leases are of limited duration and rental expenses must be recouped during the term of the lease, if at all.
  - Licenses. Licenses are useful in obtaining specific rights in property such as hunting and fishing. Like leases, they are of limited duration.
  - Purchase of Development Rights. The right to develop property is severable from other incidents of ownership. Thus, a public agency can forestall development by purchasing the rights to develop or, possibly, acquiring them through eminent domain. In either event, once acquired, the development rights are freely transferable and may be sold by the public agency as appropriate.
- Preservation of Open Space. Through the exercise of the police power in various zoning and regulatory schemes, local governments can effectively preserve existing open space without acquiring any ownership interest in regulated properties. To the extent that zoning and regulations are not “unreasonable,” no compensation will be required. Agencies can avoid the “unreasonableness” issue by framing regulations in terms of incentives, such as tax incentives to keep land in agricultural use or density bonuses in return for open space dedication.
- Transfer of Open Space. It is not recommended that publicly held open space be transferred in fee simple. The transferring governmental agency should retain at least a reversionary interest which would revert at some stated time or event, such as “improper” development. In transferring less than a fee simple, the public agency may impose such conditions on the transfer as will provide adequate flexibility to deal with changing open space needs in the future.





## APPENDIX 6

### GROWTH CONTROL CONTINGENCY ANALYSIS

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UNIVERSITY OF SOUTHERN CALIFORNIA



## OVERVIEW OF GROWTH CONTROL CONTINGENCY

### Assumptions for Regionwide Growth Control

SCAG's Baseline Growth Projection provides a backdrop against which to consider several different future contingencies. This discussion explores the form that such a growth control contingency might take, and the impacts it would cause within the six-county region. The analysis and impact discussion which follows is based on informed judgement and, often, informed speculation. To the extent possible, past experience and research findings have been brought to bear on what is essentially a new ballgame: The discussion of widespread growth limitations in a region with a 'boom-town' history and legacy. The estimates and depictions that follow are, nevertheless, useful in prompting a discussion of development alternatives by elected officials and the public.

All of the growth assumptions discussed in this section have been developed by the Southern California Association of Governments to illustrate the regionwide effects of widespread population, housing, and employment curbs. A word about terminology is appropriate at this point. The Growth Control contingency looks at potential population and employment cuts measured against the Baseline Growth Projection. While regional totals would be lower under the scenario, this is not a no-growth scenario.

#### Growth Allocation Variations: More Centralized, More Decentralized, Extremely Decentralized

SCAG has assumed a centrist position on centralization vs. decentralization, constructing a contingency that shows growth cutbacks across the board. Both urban and urbanizing areas are affected, although to different degrees. Urban areas include subregions located within the existing developed portions of Los Angeles and Orange Counties. Urbanizing areas are characterized as developing subregions on the urban fringe, such as southeast Orange County, Ventura County, and the edges of the Inland Empire. The following assumptions summarize the contingency's balancing of centralization/decentralization.

For urban areas:

A 12% reduction in housing growth occurring during the first five years of the projection period, doubling to a 25% reduction for twenty years, until 2010.

A 7% reduction of commercial floor space during the first five years, followed by a 15% reduction in the remaining twenty years, until 2010.

For urbanizing areas:

A 15% reduction in housing growth occurring during the first five years of the projection period, with a 30% reduction in the remaining twenty years.



A total 25% reduction in commercial floor space in the Southeast Orange County subregion, phased in at 12% during the first five years, and 25% through the year 2010.

The phased implementation of these growth controls reflects the delayed reaction that most jurisdictions would experience due to approved building permits in the pipeline. This adjustment period has been most notable as northern San Diego County begins to comply with its regionwide growth control ordinance.

### Residential vs. Commercial Growth Control

These assumptions distinguish between residential and commercial growth control. To date, most growth control ordinances have established limitations on residential growth, while other city policies continue to encourage commercial development. This contingency assumes that commercial growth controls may be the most potent force in steering development to one part of the region or another -- or outside the region. Housing limits fail to extinguish the demand to live in a given area, but lack of economic activity is far more persuasive in the final analysis.

This coupling of residential and commercial controls is certain to be debated. While delivering a one-two punch to growth in a given subregion, this linkage will also affect the so-called 'balance' between jobs and housing. The likely impacts on jobs/housing balance will be explored in the discussion of impacts, in later sections of this report.

## **Implementation Issues**

### Growth Control Variables

The growth control contingency postulated by SCAG facilitates an understanding of the magnitude of the consequences of widespread growth limitations. Knowing with reasonable certainty that a 10% cutback in the construction sector will double unemployment in the region is an informative measure of the costs of slow growth initiatives. But there will be important jurisdictional differences in: the character of control initiatives and legislation; the quality of enforcement; and the propensity for engaging in illegal circumventions we might find among enterprising or desperate citizens. Surely such differences will exist and will distort some spatial impacts extrapolated from the model. For example, we may find much more 'bootlegging' in the older developed areas of Los Angeles and Orange Counties than the model can report.

It is also important to recognize that the current wave of growth control, since it is politically rather than bureaucratically or technically driven, is not merely a large version of our past experience with conventional planning controls. If nothing else, a regionwide control movement would not easily allow the shift of demand for housing or employment from one city to an adjacent jurisdiction. In

fact, we cannot be sure of how that demand factor will play out in an environment marked with constrained supply. In effect, the SCAG contingency seals up the 'leaks' in the system for exploratory purposes.

In the rush for more restrictive control of growth, different approaches toward that objective are evolving, yielding very different mechanisms. Some existing growth control initiatives call for a ceiling on new construction, either directly (number of dwelling units per year) or indirectly (number of sewer hook-ups per year). These do not allow for precise predictions of the consequent amount of construction because the size of each dwelling unit and the size of the population may expand. The employment, fiscal, and housing impacts of these initiatives might vary widely.

Other control initiatives set performance standards, such as the traffic impact of development. These are more complicated policy devices and their impact may depend on the cost of meeting those standards in relation to project feasibility. For example, some new projects might meet traffic standards through relatively low-cost traffic and demand management (e.g., staggered work hours, carpooling, one-way street systems). Others may require major road and highway improvements with costs that would make the project infeasible. As a result, it is difficult to have a precise understanding of how any growth control strategy will play out in the development of the region. The SCAG contingency discussed herein avoids the ambiguities of such policy devices.

#### Local Zoning as a Current Growth Control Mechanism

We must also be aware of the contradictions we face between local aims and regional needs. Local growth control as currently practiced through zoning, subdivisions and specific plans, is designed to protect or enhance local competitive advantage, fiscal health, and community self-image. San Marino restricts land use to single-family homes and minor retail and office use. Thousand Oaks tries to limit housing while encouraging commercial and industrial/office development. Some counties may be eager to preserve open space in order to maintain a way of life or provide an antidote to environmental insults. None worries about the lateral effects on surrounding communities or jurisdictions. Indeed, from the local point of view, these may be legitimate interventions. But, from a regional point of view, they may work against job/ housing balance; the contingency is not a jobs/ housing balance solution.

This last point, of course, is one raised in earlier discussions of contingencies. The significance here is that efforts at a regional level to create a balance between housing and jobs so as to reduce the journey-to-work may take the form of 'deregulating' local controls. We are unable to make a legal judgement about the comparative power of regional authority in the face of strong local controls created by ballot box initiatives, but the rationale for creation of an authority at the regional level would certainly be based on the need to undo or coordinate important aspects of local planning and control. This, of course, raises at least two points: a) this could be a formidable, perhaps insurmountable, exercise from a political point of view; and b) the local consequences of regional intervention may create other unanticipated problems, both technical and political.

## The Electorate's Response

Finally, we must recognize that local and county initiatives for the control of growth reflect widespread agitation, borne out of frustration and fear, converted into political will. The forces that create and feed it and the strength of that public will is subject to change. If the current round of initiatives succeeds, the very consequences we are exploring here vis-a-vis housing and employment, may alter the political mood of the electorate and their representatives. Local reactions to negative consequences, particularly such 'bread and butter' consequences as substantial increases in unemployment, may reduce enforcement or even cause the passage of counter-initiatives repealing growth control measures. The place and time of such reactions, were they to occur, would alter our analysis of the impact of growth control and its consequences well into the future. If the slow growth movement reflects a temporary mood among the electorate, one that might soon be displaced by other worries, then the impact of current initiatives is harder to trace.

Nevertheless, the exercise undertaken here helps us understand some of the dimensions of change we might characterize as the 'ripple effect,' caused by sizable cutbacks in construction jobs. It is a reasonable analysis that is illuminating as well, one that confirms fears that slow growth in a region that has been dependent on growth for so long will have serious adverse effects on jobs and housing, whatever consequences it may have for air quality and traffic.

## **POTENTIAL IMPACTS OF REGIONWIDE GROWTH CONTROL**

### **Primary Impacts**

#### Population Impacts

Growth trends represented in the Baseline Forecast would result in a 47% total increase in regional population from 1984 through 2010, according to SCAG. This translates into 1.9 million more urban residents by 2010. In contrast, nine urbanizing regions would attract 113% more residents, an absolute increase of 3.1 million people. Urban subregions would have three times more residents than urbanizing subregions.

How would growth control change these figures? Given the changing ethnic and economic mix of the region's residents, and given the tremendous capacity flexibility in the housing stock, population growth may not be deterred by either housing or employment cutbacks. Lower income households would not have the resources to relocate. Many individuals and families would cope with housing and income constraints by doubling-up. The region's population would age more rapidly than otherwise, and older residents are less likely to relocate. The area's magnetism for both domestic and foreign immigrants may survive growth control if the region remains attractive relative to other regions. As a result, growth under this contingency would be distributed mainly to urban subregions, further increasing densities.



Those most able to exit the region in search of more plentiful housing and jobs would be the affluent and the young, leaving behind a more service dependent population. Give the Proposition 13 and Proposition 4 impacts on local government revenues, these services are not likely to meet the demands. This consequence has far reaching social implications.

### Employment Impacts

We have developed a number of employment forecasts for the (five-county) study area that can be used to identify prospective traffic and development impacts. Our employment forecasts include systematic sensitivity analyses performed for a growth control contingency and are developed using the Southern California Planning Model (SCPM). <1> The Southern California Planning Model (SCPM) facilitates analyses of shifts in economic activity. A description of the model follows.

In order to test the spatial impacts of various changes in the economic environment, we developed a hybrid model that merges a standard regional input-output model with the traditional (Garin-Lowry model) approach to spatial allocation. The merit of our approach is that we are able to trace impacts of a large number of economic contingencies on sub-areas and on economic sectors.

The heart of the SCPM is a 66-sector input-output model for the SCAG region. SCAG staff developed the I/O model from a much larger national model, using local data to 'regionalize' (adapt to local economic conditions) the production coefficients. These technical coefficients can, of course, be altered to test the impact of various changes in production technology. It should be noted, however, that recent experimental work (Feldman, McClain, Palmer, 1987) indicated that, over a fifteen-year time span, final demand changes accounted for most of output growth. This justifies sensitivity tests based on final demand perturbations, leaving the technical coefficients intact. It also suggests that demand-driven changes, which skip over the longer-term supply-side adjustments do dominate for as much as fifteen years.

The I/O model includes 1980 'baseline' purchases by six final-demand sectors, from each of the sixty-six industrial sectors. Selected changes of these elements allowed us to test some of the suggested economic contingencies. Results of various model runs had to be aggregated to twelve economic sectors since the rest of 1980 baseline data were only available for this level of aggregation.

Our model uses a sixty-five sub-area division of the five-county area (reduced to fifty-eight areas, for reporting purposes, because of sparse data for the outlying nonurban sub-areas). Nineteen of the sixty-five sub-areas are 'centers' (see Tables A6-1 and A6-2); the remaining forty-six sub-areas are SCAG RSAs, but with the 'centers' removed. A (65 x 65) journey-to-work matrix, developed from 1980 UTPP data is a key model ingredient. We have also created a non work matrix for the same sixty-five origins and destinations. These data are from the 1976 'LARTS' survey. This matrix might be called a 'journey-to-shop' matrix.

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<1> While SCAG's forecasting models also project jobs by geographic areas, our model allows such forecasts to also be sector-specific.



## 1990, 1995, 2000 Baseline and Growth Control Employment

The various inputs are subject to updating and 'fine-tuning.' For this analysis, we were able to update the final demand information to create 'baseline' employment levels (for sectors and/or areas) for 1990, 1995, and 2000. To suggest the employment impacts of growth control measures, we also ran the SCPM for 10, 20 and 30% final demand decreases (from baseline) of the construction sector activities. <2> Why focus on construction jobs? Construction employment will be the first to be affected by a drop in commercial and residential development, restrictions on building and demolition permits, etc. In turn, economic sectors that depend on construction will feel the secondary impacts. These interactions are fully captured by the model. The model outputs, then, are interpretable as the full (annual) economic consequences of such cutbacks. Table A6 -1 thru A6-4 summarizes the job reduction impacts that can be pinned to three levels of employment cutbacks.

TABLE A 6-1

FIVE-COUNTY 'BASELINE' EMPLOYMENT PROJECTIONS  
TWELVE LOCAL ECONOMIC SECTORS  
(and percent change from 1980)

SECTOR	<u>1990</u>	<u>1995</u>	<u>2000</u>
Construction	288,691 (31.5)	313,718(42.9)	336,550 (53.3)
Manufacturing	1,504,503 (28.2)	1,556,139(32.6)	1,601,908 (36.5)
Transportation	414,981 (30.1)	443,051(38.9)	469,844 (47.3)
Wholesale	278,892 (26.2)	291,046 (31.7)	312,483 (41.4)
Retail	1,020,272 (35.6)	1,089,494(44.8)	1,158,716 (54.0)
Finance	431,673 (25.7)	464,640 (35.3)	497,265 (44.8)
Business Services	438,833 (65.4)	503,570 (89.8)	586,348(121.0)
Entertainment	340,816 (45.4)	372,460 (58.9)	399,181 (70.3)
Professional Services	1,289,374 (42.1)	1,431,831(57.8)	1,531,642 (68.8)
Public Administration	218,030 (27.6)	227,428 (33.1)	236,997 (38.7)
Agriculture	60,949 ( 5.3)	63,264 ( 9.3)	65,174 (12.6)
Mining	12,053 (-4.9)	11,812 (-6.8)	11,787 (-7.0)
TOTAL	6,299,066(34.6)	6,768,455 (44.7)	7,207,896 (54.1)

<2> The original I/O model treats most construction final demand as coming from the 'capital accumulation' sector. Accordingly, this is where we indicated the various cutbacks.  
Source: SCPM outputs

TABLE A6-2

CONSTRUCTION SECTOR CUTBACKS' EMPLOYMENT IMPACTS,  
THREE SCENARIOS,  
TWELVE LOCAL ECONOMIC SECTORS  
(and percent change from 1990 'baseline')

SECTOR	<u>Construction Sector Cutbacks</u>		
	<u>-10%</u>	<u>-20%</u>	<u>-30%</u>
Construction	-68131(-23.6)	-90072(-31.2)	-111723(-38.7)
Manufacturing	-37613 (-2.5)	-49649(- 3.3)	- 60180(- 4.0)
Transportation	-13694 (- 3.3)	-18259(- 4.4)	-22409 (- 5.4)
Wholesale	-6972 (- 2.5)	-9203 (- 3.3)	-11435 (- 4.1)
Retail	-39791 (- 3.9)	-53054(- 5.2)	-65297 (- 6.4)
Finance	-3885 (- 0.9)	-5180(- 1.2)	-6475 (- 1.5)
Business Services	-13604 (- 3.1)	-17992(- 4.1)	-22380 (- 5.1)
Entertainment	-3067 (- 0.9)	-4090 (- 1.2)	-5112 (- 1.5)
Professional Services	-91546 (- 7.1)	-121201(- 9.4)	-150857 (-11.7)
Public Administration	-5233 (- 2.4)	-6759 (- 3.1)	-8503 (- 3.9)
Agriculture	-1219 (- 2.0)	-1585 (- 2.6)	-2011 (- 3.3)
Mining	-675 (- 5.6)	-892 (- 7.4)	-1109 (- 9.2)
TOTAL	-285429 (- 4.5)	-377936(- 5.9)	-467492(- 7.4)

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source: SCPM outputs

TABLE A6-3

CONSTRUCTION SECTOR CUTBACKS' EMPLOYMENT IMPACTS,  
THREE SCENARIOS,  
TWELVE LOCAL ECONOMIC SECTORS  
(and percent change from 1995 'baseline')

SECTOR	<u>Construction Sector Cutbacks</u>		
	<u>-10%</u>	<u>-20%</u>	<u>-30%</u>
Construction	-74038(-23.6)	-97880(-31.2)	-121723(-38.8)
Manufacturing	-40460 (- 2.6)	-52909 (- 3.4)	-66914 (- 4.3)
Transportation	-15064 (- 3.4)	-19937 (- 4.5)	-24811 (- 5.6)
Wholesale	-7567 (- 2.6)	-10187 (- 3.5)	-12515 (- 4.3)
Retail	-43580 (- 4.0)	-57743 (- 5.3)	-71907 (- 6.6)
Finance	-4182 (- 0.9)	-6040 (- 1.3)	-7434 (- 1.6)
Business Service	-15107 (- 3.0)	-19639 (- 3.9)	-24675 (- 4.9)
Entertainment	-3352 (- 0.9)	-4470 (- 1.2)	-5587 (- 1.5)
Professional Service	-100228(- 7.0)	-131728 (- 9.2)	-164661(-11.5)
Public Administration	- 5686(- 2.5)	-7505 (- 3.3)	-9325 (- 4.1)
Agriculture	- 1329(- 2.1)	-1771 (- 2.8)	-2151 (- 3.4)
Mining	- 732(- 6.2)	- 969 (- 8.2)	-1205 (-10.2)
TOTAL	-311324 (- 4.6)	-410779(- 6.1)	-512906 (- 7.6)

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source: SCPM outputs

TABLE A6-4

CONSTRUCTION SECTOR CUTBACKS' EMPLOYMENT IMPACTS,  
THREE SCENARIOS,  
TWELVE LOCAL ECONOMIC SECTORS  
(and percentage change from 2000 'baseline')

	<u>Construction Sector Cutbacks</u>		
	<u>-10%</u>	<u>-20%</u>	<u>-30%</u>
SECTOR			
Construction	-79762(-23.7)	-105340(-31.3)	-130918(-38.9)
Manufacturing	-43252 (- 2.7)	-57669 (- 3.6)	-72086 (- 4.5)
Transportation	-15975 (- 3.4)	-21143 (- 4.5)	-26311 (- 5.6)
Wholesale	-8125 (- 2.6)	-10937 (- 3.5)	-13437 (- 4.3)
Retail	-46349 (- 4.0)	-61412 (- 5.3)	-76475 (- 6.6)
Finance	-4973 (- 1.0)	-6464 (- 1.3)	-7956 (- 1.6)
Business Service	-15831 (- 2.7)	-21109 (- 3.6)	-26386 (- 4.5)
Entertainment	-3593 (- 0.9)	-4790 (- 1.2)	-5988 (- 1.5)
Professional Service	-107215(- 7.0)	-142443 (- 9.3)	-176139(-11.5)
Public Administration	-6162 (- 2.6)	-8058 (- 3.4)	-9954 (- 4.2)
Agriculture	-1434 (- 2.2)	-1890 (- 2.9)	-2346 (- 3.6)
Mining	-790 (- 6.7)	-1037 (- 8.8)	-1297 (-11.0)
TOTAL	-333459(- 4.6)	-442292 (- 6.1)	-549292 (- 7.6)

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source: SCPM outputs



The model outputs shown here depict employment growth for the five-county area, by sector, under conditions of no major setbacks for three near-term years, 1990, 1995, and 2000 (Table 1). The next three tables show how each year's baseline employment levels would drop under three possible construction industry cutbacks, such as might follow from the building activity restrictions that would accompany the growth control contingency.

1. In the absence of major setbacks, regional economic ('baseline') growth can be expected to be robust and broad-based (Table 1). Manufacturing will continue to be the dominant sector with services posting the biggest gains. Construction jobs (as defined by the I/O source rather than the UTPP definition) will continue to be a major employer.

2. While the construction sector would be hit first and hardest by development curbs, significant secondary impacts would filter throughout the economy (Tables A6-2 thru A6 2-4). For example, the mildest cutback studied suggests that more than 37,000 manufacturing jobs would be lost, as a result of development curbs in a single year, 1990.

3. Across the board, even the most modest of the construction cutback scenarios suggests an approximate doubling of the present regional unemployment rate (now near 5%.) <3> This represents a considerable economic loss to the regional economy. It parallels the opportunity costs incurred during a major recession.

4. These nine annual (or 'snapshot') forecasts cannot be aggregated into total man-years-lost since the time that it takes for a displaced worker to move to a more prosperous economic sector (or region) is not known. Yet, this relationship is key to determining the regional economy's resilience in adjusting to employment growth constraints. It is an area that would benefit from further study, being beyond the scope of this report.

5. The impacts of construction employment cuts are likely to be distributed evenly around the region, rather than concentrated in either urban or urbanizing subregions. Construction employment is not associated with fixed work sites, but, rather, takes place wherever development activities are most pronounced. We might expect that job loss impacts by place of residence would be greatest wherever construction workers are most likely to live. Yet, construction workers' residences are spread almost ubiquitously throughout the study area.

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<3> Interestingly, the 1997 job loss forecast by the Chapman College Center for Economic Research for Orange County suggests that a 15% reduction in development activity would reduce County jobs by 6.8%. This is quite consistent with our results.

## Housing Needs

Significant growth controls in a region with very much a 'boom-town' past can have wide-ranging impacts. Some of these, such as primary and secondary job losses, can be more easily predicted than the more complex and more numerous sorts of adjustments that consumers and producers might make. Planners and lawmakers have, over the years, learned that people often accommodate to curbs in unexpected ways, often obviating the intent of the new rules.

The following discussion of likely housing impacts suggest some wide ranging accommodations that we might see under a regime of strict growth limits. Two categories of reaction are expected: A) the impedance of normal housing market activities, and B) increased irregular market activities.

### Impedance of Normal Housing Market Activities

Substitution of remodeling and rehabilitation for new construction. Since 25% or more of the potential new supply of housing will be cut off in SCAG's growth control scenario, it is likely that (1) there will be more intensive 'infill' development in the existing urban subregions but that (2) it will not be enough to make up for the foregone units. Hence, most of the households denied new housing will seek to improve their shelter through remodeling -- either of their existing units or another. These efforts will occur in:

- (a) areas of middle-to-high social status;
- (b) areas with generous lot sizes;
- (c) communities with good public services;
- (d) other things equal, in areas proximate to natural and/or people landmarks, i.e., hills, golf courses;
- (e) the 'westside' or areas nearer the coast; units in these high-price areas are more apt to be completely re-done through 'tear-downs' and rebuilding (a la Santa Monica);
- (f) areas further inland but still on the region's westside, the San Fernando Valley, and the eastside; these areas will probably see more second stories added to post-WW II units in mid-priced areas, or merely room additions if the larger lots permit.

In short, to see where housing investments will be made, look at the already expensive areas. They will become more so. The housing cuts would be concentrated outside these areas.

Reduced mobility for households. By the same token, mobility (the move from one housing unit to another) will probably decline. Residents will be more likely to upgrade rather than move. Turnover rates will fall. In many cases, the costs of moving foregone will be invested in upgrading the existing units.

Reduction in vacancy rates. There will be a reduction in the vacancy rates. A 50% reduction might be a reasonable estimate. This will have the effect of pushing up rents and prices. In some communities, this will create pressures for rent-control laws. The effect would be to further reduce turnover and vacancy rates. Owners will be tempted to remove low-rent units from the market, converting them to more profitable non-residential uses. The latter effect will take place near shopping areas -- and in areas that are older with weaker neighborhood associations.

Increased doubling up of smaller households. Single-person renter households (and many others) will face higher rents which will encourage them to either (a) move in with someone else, or (b) take in a roommate. This will alleviate a small portion of the problem caused by the reduced vacancy rate. These are also the people most flexible in responding to tight markets. In the case of the elderly, there will be heightened interest in sharing a single-family house (such programs are already underway -- this will merely give them a boost). This overall increase in household size in impacted areas will be a major reversal of long-standing regional trends. These disadvantages will probably not impact newly arrived households to the same degree, as immigrants will generally come from areas with higher household size.

Increased doubling-up by poor. Previous adaptations address mainly the moderate-to-upper income group behavior. The poor, already hard pressed to meet a housing cost that is often well over the recommended 23-30% of income, will be the hardest hit; their budgets are already stretched, even if the absolute increase in rent is less than for moderate income persons. Some of the poor will have to resort to the doubling-up of families or households, with accompanying increased social, familial, and neighborhood tensions. The low room-occupancy rate of the existing stock, however, suggests that other problems of doubling-up aside, much of the increased occupancy can occur without exceeding current norms for overcrowding. Social pathologies, including the crime rate, might be nudged upward.

In response to all these pressures, members of all income groups will be prompted to consider illegal housing market activities (below).

### Increased Resort to Irregular Market Activities

Increased 'bootlegging' of housing units. There is already widespread resort to 'bootlegging' of illegal units or rooms in the older housing stock -- including the use of garages, sheds, balconies, porches and chickencoops, recreational vehicles, and cars for residential space. So fast has this practice grown, that some building inspectors report that past neighbor objections have virtually ceased in many areas -- most everyone is or wants to be in on the 'scam.' This practice will become more pronounced in lower-middle income areas, causing some initial neighborhood conflicts -- though this reaction will probably become rarer as bootlegging becomes evermore lucrative.

Increased illegal overcrowding by the poor. Minimal upgrading will take place in the poorer areas. Yet, there is substantial opportunity for increased population density in these neighborhoods too, since most plausible residential nooks and crannies will be exploited for income, as well as for familial and social obligations.



This increased overcrowding, especially in backyards, will put a strain on older plumbing facilities already in deteriorated condition. The apparent practice of 'slit trenches' in the backyards, for people living in garages, etc., may prove a serious health problem as the backyards' capacities to accommodate temporary sanitation solutions are exhausted.

Increased shadow market activities. Older industrial and commercial areas may be faced with opportunities to provide temporary shelter in the near term, as owners await forthcoming opportunities to capitalize on the increased land value as new commercial developments get choked off as well.

Locational overview. It seems likely that middle-to-upper income areas (and communities) will be able through the law and social pressure, to bring about what is from their perspective a desirable result -- increased property values with only a slight to moderate increase in population, with slight impairment of adequate infrastructure. By contrast, poorer areas will absorb more population (although the percentage increase might not be so great because there is a higher density already) with less increase in value, and with greater pressures on and use of a more deteriorated infrastructure. Thus, the urban/urbanizing distinction may be far less important than community income levels in determining housing impacts.

## **Secondary Impacts**

Transportation Impacts. Transportation considerations weigh strongly in discussions of growth controls. Traffic is often the harbinger of growth and usually brings on political reactions, including efforts to block further growth. The popular association of traffic with development is probably wrong since it skips over traffic management options that would allow existing facilities to handle greater demand -- often at greater speeds; witness traffic management successes during the 1984 Los Angeles summer Olympics. More importantly, our recent research suggests strongly that growth controls will have the unintended effect of worsening traffic conditions. Those who believe the opposite probably misunderstand settlement trends in modern American cities.

Suburbanization has long been the dominant spatial trend in U. S. cities. Obviously, it represents the lifestyle choice that most of us make and is, in great part, made possible by the range and mobility afforded us by cars and highways. This widely acknowledged trend must be coupled with the less well known fact that industry's most potent locational pull is labor. Commuting economies are benefits that jointly accrue to workers and to their employers. Firms have learned that shorter worktrips are a lure, helping in employee recruitment and retention. In addition, productivity gains associated with a shorter trip are widely perceived by managers. The upshot is that firms have been following the work force into the suburbs. Today, most jobs and certainly most job growth are suburban. Most commuting is suburb-to-suburb. <4> Contradicting the widely held expectation that inefficient cross-hauling would accompany 'sprawl,' we have used a variety of data sources to corroborate the idea that suburb-to-suburb trips are likely to be shorter and quicker than those downtown. They also remove some of the pressure on downtown routes and limit traffic congestion there.



Indeed, whereas suburban labor is usually the pull when businesses pick sites, downtown congestion is often the push. Together, the push and the pull forces resulted in just 3% of the Los Angeles Urbanized Area's jobs being in the downtown; San Francisco's downtown accounted for 11%; the other major urbanized areas fell within this range. <5>

We have tried to identify the full complement of sub-centers in the greater Los Angeles area and have found nineteen major foci -- including a greatly expanded definition of downtown. Yet, together these account for just 17.5% of the area's jobs. The other 82.5% are so thinly spread that it is hard to identify clusters that resemble traditional 'centers.' The Washington Post recently discovered that even the capital was subject to 'Los Angelization.' The process is apparently widespread, in part, because it is economical in terms of travel and travel time. Suburbanization is a part of the traffic solution rather than a part of the problem. Fears of inefficient 'sprawl' must be reassessed. Also, doomsday 'gridlock' forecasts must be looked at skeptically. Both underpin too many expensive transportation and development plans.

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<4> Pisarski (1987) substantiates this claim using data from the 1980 Census' journey-to-work files. Our own studies draw on the 1977 and 1983 Nationwide Personal Transportation Study(ies) and reach many similar conclusions. A good summary of Census results for the 'urbanized areas' is in the following table; average minutes for the one-way worktrip are shown; the best trip times are in the right-most column; these are the suburb-to-suburb commutes.

	<u>Living:</u>	<u>ins</u>	<u>central city</u>		<u>outs.central city</u>			
<u>Working:</u>	<u>CBD</u>	<u>ins.CC</u>	<u>outs.CC</u>		<u>CBD</u>	<u>ins.CC</u>	<u>outs.CC</u>	
ALL UAs	24.9	20.0	26.4		35.1	27.2	18.8	
25 LARGEST UAs	33.4	25.5	29.9		42.1	33.0	19.5	

source: compiled from U. S. Department of Transportation (1985)  
Demographic Change and Worktrip Travel Trends, Volume II

<5> Ibid

These findings suggest a reassessment of many of the arguments for development controls. The most important news about the suburbs is that this is where many jobs are going -- following the labor force. Thus, most 'imbalance' is, essentially, self-correcting.

Residential development usually 'leads' and there is a lag until industry arrives. Yet, it must be emphasized that suburbanization is the most potent traffic decongestant feasible for this region. It follows that planners and politicians should allow this favorable spontaneous process to unfold. Problems are most likely to arise when restrictive zoning measures prevent industrial deconcentration or when 'slow growth' or 'growth centers' policies limit it. Much of the debate on growth controls can be viewed in this context. Our research affirms that dispersed settlement patterns provide the most favorable travel conditions. This is because firms do follow the labor force, limiting cross-hauling and providing for shorter worktrips. The fact that these trips also take pressure off the traditional core enhances the traffic benefits. Growth controls are likely to place a wedge between the natural tendency for businesses and residences to co-locate in the newly developing areas. If so, they are likely to give rise to longer trips, ironically worsening traffic conditions.

Economic and Fiscal Impacts. While most of the economic impacts of growth controls are included in our discussion of employment losses, there are further effects on the fiscal position of local governments that require elaboration. Fewer people and/or fewer jobs certainly mean fewer revenues for local governments. The average local government in this region collects about \$750 per year (all sources) per local resident plus another \$450 per local worker. There are, of course, wide variations about these means since the various jurisdictions collect revenues in different ways. Yet, given the rough population and employment impacts that have been suggested in other parts of this report, a region-wide fiscal impact projection is possible.

The more interesting part of the analysis, however, has to do with the likely mismatch between revenues and expenditures. Our discussion of housing impacts has suggested that significant evasions of growth limitations are possible given the flexibility of the housing stock and the inventive nature of most residents and new arrivals when faced with administrative curbs on market activity. It is quite likely, then, that more residents than apparent will live within the borders of many local jurisdictions, placing continued demands on services (especially emergency services) while remaining invisible on the tax rolls.

Local governments have been coping with the Proposition 13 and Proposition 4 aftermath by relying on developer fees and exactions. Growth controls would certainly limit these sources. The whole fiscal predicament will force new trade-offs, cutbacks, and a search for alternate revenue sources.

Socioeconomic impacts. As noted in our discussion of population impacts, the affluent and the young would be those most likely to leave (or avoid) the region, in search of new housing and employment, if the strictures of growth control become severe enough. The median age of residents would rise. The population would be older, less affluent, less mobile, more service dependent, and certainly less entrepreneurial.

Minorities would be disproportionately affected. Minority households are typically large in size, and doubling-up is already visible in many of the region's minority enclaves. These factors suggest some coping mechanisms that will have to come into play if housing and jobs become harder to find. Lacking the income for home ownership, many minority households will concentrate in the communities having a larger rental housing stock. These minority concentrations are, of course, in the urban subregions. These subregions would be challenged to provide more services, especially schools. Ethnic tensions will probably be strained if competition for limited opportunities increases.

Our housing impact discussion identified several socioeconomic reactions to housing shortages and overcrowding, including family tensions and the potential for increased criminal activity. Lack of jobs could lead to more informal economic activity such as bartering and street vending. Crime as a career choice would also be considered by more young people.

Elderly, disabled, minority and single-parent households would receive less social service support, as suggested in our discussion of fiscal impacts. Development exactions that have filled much of the funding gap left by Propositions 13 and 4 would be cut off, further limiting local governments' abilities to serve the needs of the changing populations.

Most of the socioeconomic benefits of growth control would be enjoyed by middle income homeowners who are not impacted by the projected employment cutbacks. The enclaves as well as the service facilities available to these groups would be less congested since access to them will be restricted compared to the normal economic development scenarios.

TABLE A6-5

**THE SPATIAL DISTRIBUTION JOBS AND PEOPLE: MAJOR ACTIVITY CENTERS  
LOS ANGELES FIVE-COUNTY AREA, 1980**

<u>Center</u>	<u>Pop.</u>	<u># of Workers</u>	<u>Gross Acres</u>	<u>Pop./ Acre</u>	<u>Jobs/ Acre</u>
1. L.A. Core	148,305	373,283	6,737	30.8	55.4
2. Westwood/ Beverly Hills/Cent. City	36,352	89,447	2,956	15.5	30.3
3. Hollywood	47,336	44,802	1,902	24.9	23.6
4. Santa Monica	2,571	37,225	1,672	6.0	22.3
5. Pasadena	20,763	35,911	1,419	14.6	25.3
6. Huntington Park	303	30,429	556	0.5	54.7
7. UCLA	11,329	30,029	607	18.7	49.5
8. Glendale	18,857	25,649	1,006	18.7	25.5
9. Mid-Wilshire	10,323	20,772	964	22.4	21.5
10. San Pedro	12,646	20,413	1,043	12.1	19.6
11. Anaheim	12,456	18,055	946	13.2	19.1
12. Long Beach	13,622	17,326	731	18.6	23.7
13. USC Medical/ L.A. County General	7,100	16,316	437	16.2	37.3
14. Riverside	3,768	14,166	661	5.7	21.4
15. Burbank	6,627	12,703	707	9.4	18.0
16. East Hollywood	13,513	12,383	418	32.3	29.6
17. East Los Angeles	7,322	10,471	593	12.4	17.7
18. San Bernardino	928	7,324	320	2.9	22.9
19. Ontario	1,464	4,974	305	4.8	16.3
TOTAL	375,585*	821,708*	23,980	15.7	34.3

\*3.4% and 17.5% of the five-county area's totals, respectively.

sources: computed from 1980 UTPP data; centers are AZs with highest trip generation densities.



TABLE A6-6

THE SPATIAL DISTRIBUTION OF EMPLOYMENT: MAJOR ACTIVITY CENTERS  
LOS ANGELES FIVE-COUNTY AREA, 1980

<u>Center</u>	<u># of Workers</u>	<u>Gross Acres</u>	<u>Jobs/ Acres</u>	<u>Est. 24- Hr. Trip Generat. (000s)</u>
1. L.A. Core	373,283	6,737	55.4	4,350
2. Westwood/ Bev. Hills/Cent. City	89,447	2,956	30.3	1,245
3. Hollywood	44,802	1,902	23.6	784
4. Santa Monica	37,255	1,672	22.3	563
5. Pasadena	35,911	1,419	25.3	445
6. Huntington Park	30,429	556	54.7	223
7. UCLA	30,029	607	49.5	374
8. Glendale	25,649	1,006	25.5	340
9. Mid-Wilshire	20,772	964	21.5	306
10. San Pedro	20,413	1,043	19.6	271
11. Anaheim	18,055	946	19.1	246
12. Long Beach	17,326	731	23.7	270
13. USC Medical/ L.A. County General	16,316	437	37.3	140
14. Riverside	14,166	661	21.4	177
15. Burbank	12,703	707	18.0	206
16. East Hollywood	12,383	418	29.6	155
17. East Los Angeles	10,471	593	17.7	182
18. San Bernardino	7,324	593	22.9	147
19. Ontario	4,974	305	16.3	84
TOTAL	821,708*	23,980		

\* 17.5% of the five-county area's total

sources: Computed from 1980 UTPP data; centers are AZs with highest trip generation densities.

## IDENTIFICATION OF FIFTY-EIGHT STUDY AREAS

- |     |  |   |
|-----|--|---|
| 1.  | Los Padres, Ventura, Oxnard, Simi, Thousand Oaks, Fillmore, Agoura RSAs, |   |
| 2.  | Santa Clarita RSA;   |   |
| 3.  | Lancaster RSA;   |   |
| 4.  | Palmdale RSA;  |   |
| 5.  | San Gabriel Mountains and S.W. San Fernando Valley RSAs,combined;        |   |
| 6.  | Burbank RSA;   |   |
| 7.  | N.E. San Fernando Valley RSA;  |   |
| 8.  | Malibu RSA;  |   |
| 9.  | Santa Monica RSA, center removed;  |   |
| 10. | West Coast RSA, center removed;  |   |
| 11. | South Bay RSA;   |   |
| 12. | Palos Verdes RSA;  |   |
| 13. | Long Beach RSA, center removed;  |   |
| 14. | East Central RSA, center removed;  |   |
| 15. | Norwalk/Whittier RSA;  |   |
| 16. | Los Angeles, CBD, parts removed;   |   |
| 17. | Glendale RSA, center removed;  |   |
| 18. | West San Gabriel Valley RSA;   |   |
| 19. | East San Gabriel Valley RSA;   |   |
| 20. | Pomona RSA;  |   |
| 21. | West San Bernardino Valley RSA;  |   |
| 22. | East San Bernardino Valley RSA;  |   |
| 23. | San Bernardino Mountains RSA;  |   |
| 24. | Buena Park RSA;  |   |
| 25. | Fullerton RSA;   | 42. East Hollywood Center;                      |
| 26. | Anaheim RSA, center removed;   | 43. UCLA Center;                                |
| 27. | West Coast RSA;  | 44. Westwood/Century City/Beverly Hills Center; |
| 28. | Central Coast RSA;   | 45. Mid-Wilshire Center;                        |
| 29. | South Coast RSA;   | 46. Los Angeles Core;                           |
| 30. | Santa Ana Canyon RSA;  | 47. Long Beach Center;                          |
| 31. | Santa Ana RSA;   | 48. USC Medical School Center;                  |
| 32. | Mission Viejo RSA;   | 49. East Los Angeles Center;                    |
| 33. | El Toro RSA;   | 50. Huntington Park Center;                     |
| 34. | Jurupa RSA;  | 51. Glendale Center;                            |
| 35. | Riverside RSA, center removed;   | 52. Pasadena Center;                            |
| 36. | Perris RSA;  | 53. San Bernardino Center;                      |
| 37. | Hemet RSA  | 54. Burbank Center;                             |
| 38. | Lake Elsinore RSA;   | 55. San Pedro Center;                           |
| 39. | Banning RSA;   | 56. Ontario Center;                             |
| 40. | Santa Monica Center;   | 57. Anaheim Center;                             |
| 41. | Hollywood Center;  | 58. Riverside Center.                           |



## APPENDIX 7

# ECONOMIC DEPRESSION CONTINGENCY ANALYSIS and FEDERAL BUDGETING CONTINGENCY ANALYSIS

Submitted for Inclusion in the  
Southern California Association of Governments  
Growth Management Plan, 1989

by

THE PLANNING INSTITUTE  
SCHOOL OF URBAN AND REGIONAL PLANNING  
UNIVERSITY OF SOUTHERN CALIFORNIA





## INTRODUCTION

USC's Planning Institute has undertaken a critical analysis of the Southern California Association of Government's proposed Growth Management Plan. We have focussed on two economic contingencies:

1. What regional impacts would result from an economic depression?
2. How would a cutback in federal military expenditures in the region affect population, employment, land use, and the environment?

Each of these issue areas is complex and many layered. Policy shifts in any one area can result in numerous primary and secondary impacts -- some of them intended, and others both unintended and undesirable.

To gain a better understanding of the sensitivity of the regional growth forecast to different policy inputs, we have devised a conceptual model of urban growth which underlies each of the contingencies.

### A Conceptual Model of Regional Growth

The spatial character of American cities continues to change. National trends appear to follow the Los Angeles pattern and suggest new land use and transportation patterns that still remain unrecognized in most current policy discussions. For example, many policy makers espouse centralized growth plans based on the erroneous idea that peripheral growth causes traffic and land use problems, rather than providing solutions; many transportations plans are radial and converge on the downtown even though its relative importance continues to decline.

Our own recent studies of the Los Angeles region and other U.S. urbanized areas challenge many of the cliches of urban analysis. The results point to a policentric-to-dispersed urban form with pronounced jobs/housing balance and travel economies.

In the Los Angeles area and in most growing regions, both residential and non residential activities tended to disengage from the regional center. In many cases, subcenters were formed. Eventually the spread of secondary centers gave rise to generally dispersed employment sites. Thus, subcentering is part of a dynamic process. The key analytical questions concerning this process are: Why do subcenters emerge? What are the conditions under which subcenters are likely to be sustained? If the advantages and implications of subcentering can be understood, inappropriate transportation, housing and growth policies and infrastructure investment decisions that support them can be avoided. The purpose of current research must be to explore the economic and technical conditions under which competing subcenters are likely to emerge, develop, and decline.

## Agglomeration and Congestion

Agglomeration opportunities originally caused firms to cluster in the regions' central business district. New firms, in turn, contributed new agglomeration opportunities, though at an ever decreasing rate. In addition, new growth eventually brought on eventual crowding and congestion. By conventional assumption, congestion costs grow at an increasing rate. Further accretion at the center ceased when the value of the agglomeration effects experienced by a new firm locating in the CBD no longer dominated the congestion costs associated with being in the downtown, or when the value of agglomeration advantage net congestion cost was greater elsewhere in the system. This scenario is illustrated in Figure A7-1 in which the incentives for the center's further growth cease at S number of workers. Though infrastructure expansions in the CBD could conceivably keep up with the demand for service and mitigate congestion, the capital intensity of these investments would eventually make such strategies inefficient.

In a dynamic setting, the functions A and C in Figure 1 might shift. Their intersection could move in either direction or disappear altogether.

Figure A7-1

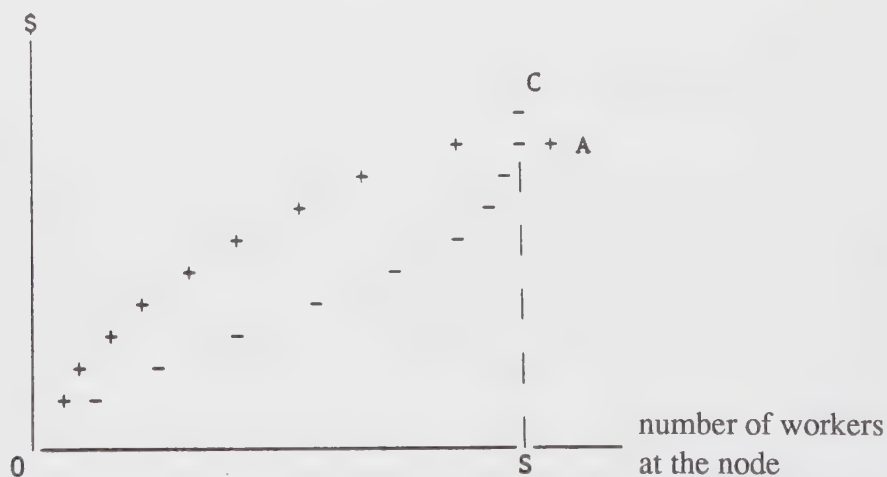


Figure A7-1: Agglomeration economies grow at a decreasing rate while congestion costs grow at an increasing rate; no incentive for growth exists beyond employment level S; growth is possible up to S but not assured since superior conditions may exist at other centers.

## Jobs and People

These relationships are summarized in the following highly generalized model of the SCAG region. The region grows by exporting and competing on world markets. As the region grows, its land rents and prices rise, making it less competitive in external product and factor markets. The region remains competitive if spatial arrangements emerge that make it more efficient. Such spatial arrangements are actually systems of sub-centers. Centers provide new agglomeration economies and, in turn, grow because of agglomeration opportunities they provide. Yet, growth also generates congestion that limits center size. Congestion, which accrues quickly if there are too few centers,

can be alleviated by further sub-centering and/or extra (exogenous) infrastructure investments. Center sizes can be measured by numbers of jobs at each. We have, then, a model of a city in which economic growth, spatial structure, and traffic conditions are allowed to interact.

In this simple conceptual model, workers reside near the centers in which they work. This is consistent with the contention that firms demanding specifically skilled workers follow them to their suburban residences. Greater efficiency at these centers allows higher wages to be paid. If net efficiency is decreased due to congestion, wages drop, and adjacent nodes become candidates for new agglomerations.

### Jobs/Housing Balance

Our work to date with the 1977 and 1983 Nationwide Personal Transportation Study data files corroborates many of the hypotheses embedded in this discussion. For example, we have used both data sets to show that there is only very weak association between traffic congestion and city size (Gordon, Kumar, Richardson, 1987). The explanation appears to have been that the suburbanization of jobs and housing is such that worktrips in the peripheries are both numerous and quite short, moderating congestion at the city center. The number of centers, then, is a key variable explaining city-wide traffic conditions. Many traffic problems exist at the crest of the wave of development because the pace of suburban development has sometimes been so rapid that roadbuilding and other essential infrastructure investments have lagged. Outdated analysis overemphasizes investments at the regional core and underemphasizes the region's edges.

An appealing hypothesis, based on this discussion, is that there are strong market forces which have the effect of generating spontaneous 'jobs-housing balance.' In most cases, residential development (households seeking affordable housing) disperses first and industry follows. In fact, it is likely that firms' dominant locational and relocation motive is access to its labor force. A nearby labor force is thought to help firms in their recruitment and retention of workers. There is also evidence that labor morale and productivity are enhanced by shorter worktrips. Commuting economies, then, are benefits that are jointly consumed by firms and by commuters. Superimposed on this pattern is the market motive of retail and service establishments that are population-serving and must go where there is residential development.

These generalized processes occur unevenly and with time lags that are not yet well understood. Nevertheless, they lead to the conviction that there are some developmental forces in the regional economy which work in favor of jobs-housing balance and the alleviation of traffic congestion. Decentralization also removes pressures from the region's core.

### Local Regulations

Traffic congestion and related infrastructure problems are most certain to arise if local policies, however well-meaning, limit spontaneous balancing. In fact, the threat of some future jobs-housing imbalance can be traced to prospective local development controls that drive a wedge between locally available labor force supply and demand, forcing longer worktrips. For example, commu-



nities that zone for a disproportionately low amount of commercial and industrial development, such as San Marino and Palos Verdes, shift their demand for jobs to other areas, causing longer commutes for residents. Conversely, business enclaves such as Commerce and Vernon fail to provide sufficient residential zoning.

### Areas for Further Discussion

This conceptual model, once refined, should allow us to discuss primary housing, employment, land use, transportation, and economic impacts associated with the three contingencies we are exploring. In the following sections, however, we have emphasized job impact measures that can be substantiated through direct tests with the Southern California Planning Model, described in the following chapters. We have complemented this discussion with a descriptive analysis of land value, housing availability, social mobility, and air quality impacts that might be associated with the contingencies.

### **Constructing Growth Contingencies and Their Impacts**

We have approached the task of assessing the economic depression and federal budget contingencies from both a qualitative and a quantitative point of view. Our qualitative observations are based on the conceptual model or urban development outlined above. In addition, our conclusions are based on a close reading of SCAG's 'Issues and Actions' white papers, discussions with staff, and available demographic and economic studies of the region.

Our quantitative observations, however, result from a systematic sensitivity analysis we performed for each contingency using the Southern California Planning Model (SCPM). SCPM facilitates post-analysis of shifts in economic activity. By measuring and understanding how the region's 1980 economic and demographic baselines would have been changed by an economic depression or federal spending cuts, we can estimate the dynamics and impacts of similar changes in the future. Analysis of economic and federal spending trends over time also contributes to our extrapolations.

Further, the results would have to be adjusted for their long-term, compounding impact on the region. A description of this method follows.

In order to test the spatial impacts of various changes in the economic environment, we developed a hybrid model that merges a standard regional input-output model with the traditional Garin-Lowry approach to spatial allocation. The merit of our approach is that we are able to trace impacts of a large number of economic contingencies on sub-areas and by economic sectors.

The heart of the SCPM is a 66-sector input-output model for the SCAG region. SCAG staff developed the I/O model from a much larger national model, using local data to 'regionalize' (adapt to local economic conditions) the production coefficients. These technical coefficients can, of course, be altered to test the impact of various changes in production technology. It should be noted, however, that recent experimental work (Feldman, McClain, Palmer, 1987) indicated that, over a

fifteen-year time span, final demand changes accounted for most of output growth. This justifies sensitivity tests based on final demand perturbations, leaving the technical coefficients intact. It also suggests that demand-driven changes, which skip over the longer-term supply-side adjustments do dominate for as much as fifteen years.

The I/O model includes 'baseline' purchases by six final-demand sectors, from each of the sixty-six industrial sectors. Selected changes of these elements allowed us to test some of the suggested economic contingencies. Results of various model runs had to be aggregated to twelve economic sectors since the rest of 1980 baseline data were only available for this level of aggregation.

Our model uses a sixty-five sub-area division of the five-county area (reduced to fifty-eight areas, for reporting purposes, because of sparse data for the outlying nonurban sub-areas). Nineteen of the sixty-five sub-areas are 'centers' (see Tables A7-1 and A7-2); the remaining forty-six sub-areas are SCAG RSAs, but with the 'centers' removed. A (65 x 65) journey-to-work matrix, developed from 1980 UTPP data is a key model ingredient. We have also created a non-work trip matrix for the same sixty-five origins and destinations. These data are from the 1976 'LARTS' survey. This matrix might be called a 'journey- to-shop' matrix.

The various inputs require substantial updating and 'fine-tuning.' In its present form, the model outputs must be interpreted with great care. We suggest that the scenarios that have been tested be read as follows: How would the 1980 distribution of jobs (by place of work and by sector of employment) and workers (by place of residence and by sector of employment) have been altered under the various alternate economic scenarios?

The effects of a realignment of federal priorities were simply tested by reducing federal government expenditures in the three defense sectors of the model, by 5% and by 10% (an almost infinite number of other variations can be tested). The impacts of an economic depression were tested by reducing all shipments to the 'capital formation' sector, by 5% and by 10%. We hypothesized that an economic depression would be felt in the investment sectors first. Other tests could have 'started' the downturn by reducing regional exports, either across- the-board and/or in selected economic sectors.

TABLE A7-1

THE SPATIAL DISTRIBUTION JOBS AND PEOPLE: MAJOR ACTIVITY CENTERS  
LOS ANGELES FIVE-COUNTY AREA, 1980

<u>Center</u>	<u>Pop.</u>	<u># of Workers</u>	<u>Acres</u>	<u>Pop./ Acre</u>	<u>Jobs/ Acre</u>
1. L.A. Core	185,065	373,283	6,737	27.5	55.4
2. Westwood/ Bev. Hills/Cent. City	18,169	89,447	2,956	12.3	30.3
3. Hollywood	47,336	44,802	1,902	24.9	23.6
4. Santa Monica	30,099	37,255	1,672	18.0	22.3
5. Pasadena	20,763	35,911	1,419	14.6	25.3
6. Huntington Park	303	30,429	556	0.5	54.7
7. UCLA	11,329	30,029	607	18.7	49.5
8. Glendale	18,857	25,649	1,006	18.7	25.5
9. Mid-Wilshire	10,323	20,772	964	10.7	21.5
10. San Pedro	12,646	20,413	1,043	12.1	19.6
11. Anaheim	12,456	18,055	946	13.2	19.1
12. Long Beach	13,622	17,326	731	18.6	23.7
13. USC Medical/ L.A. County General	7,100	16,316	437	16.2	37.3
14. Riverside	3,768	14,166	661	5.7	21.4
15. Burbank	6,627	12,703	707	9.4	18.0
16. East Hollywood	13,513	12,383	418	32.3	29.6
17. East Los Angeles	7,322	10,471	593	12.4	17.7
18. San Bernardino	928	7,324	320	2.9	22.9
19. Ontario	1,464	4,974	305	4.8	16.3
TOTAL	421,690*	821,708*	23,980	17.6	34.3

\* 3.8% and 17.5% of the five-county area's totals, respectively.

sources: Computed from 1980 UTPP data.

TABLE A7-2

THE SPATIAL DISTRIBUTION OF EMPLOYMENT: MAJOR ACTIVITY CENTERS  
LOS ANGELES FIVE-COUNTY AREA, 1980

<u>Center</u>	<u># of Workers</u>	<u>Gross Acres</u>	<u>Jobs/ Acre</u>	<u>Est.24- Hr. Trip Generat. (000s)</u>
1. L.A. Core	373,283	6,737	55.4	4,350
2. Westwood/ Bev. Hills/Cent. City	89,447	2,956	30.3	1,245
3. Hollywood	44,802	1,902	23.6	784
4. Santa Monica	37,255	1,672	22.3	563
5. Pasadena	35,911	1,419	25.3	445
6. Huntington Park	30,429	556	54.7	223
7. UCLA	30,029	607	49.5	374
8. Glendale	25,649	1,006	25.5	340
9. Mid-Wilshire	20,772	964	21.5	306
10. San Pedro	20,413	1,043	19.6	271
11. Anaheim	18,055	946	19.1	246
12. Long Beach	17,326	731	23.7	270
13. USC Medical/ L.A. County General	16,316	437	37.3	140
14. Riverside	14,166	661	21.4	177
15. Burbank	12,703	707	18.0	206
16. East Hollywood	12,383	418	29.6	155
17. East Los Angeles	10,471	593	17.7	182
18. San Bernardino	7,324	320	22.9	147
19. Ontario	4,974	305	16.3	84
TOTAL	821,708*	23,980		

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\* 17.5% of the five-county area's total

sources: Computed from 1980 UTPP data; centers are AZs with highest trip generation densities.



## Economic Depression Contingency

The oil embargo of 1973 and the stock market crash of October, 1987 are reminders that our national and regional economies have grown more interdependent. Increasingly, the prices for goods and services are set in global markets and no local economy is secure from the effects of economic and political events that may occur many thousands of miles away. When Tokyo catches cold, New York, Chicago, Los Angeles, and London sneeze. Local control over economic destiny has declined in favor of playing in a much larger arena in a much larger game.

Even at the national scale, economies seem more fragile or more sensitive to a variety of interlocking conditions. The federal budget deficit, the foreign currency prices of the dollar, the Federal Reserve's discount rates, and tax policies are all related to each other and to the economic well being of this and other key regions of the country. Small shifts in the interest rate ripple through the real estate industry, one of the largest in the SCAG region. The negative balance of payments increases foreign investments as the value of the dollar declines and U.S. assets are bargain priced. Mergers and takeovers, as is usual with arbitrage, wipe out and also create economic well being, depending on the side one is on. The picture presented here is one of a sensitive economy and perhaps understates claims of economic health and robustness, especially here in Southern California. We are a model of economic diversification with a substantial export sector. Our regional economic product compares favorably with some of the most successful industrialized countries in the world. The diversity of our labor force and the productivity at all levels of the wage scale also adds to our strength. As a mecca for immigrants from Third World countries, we have been assured a very large pool of labor, at various skill levels and at comparatively low wage rates. Finally, the size of the regional economy, especially the size of net disposable income, makes the region an attractive primary market for regional products and services. We are, in many respects, a market maker.

Despite all this, it is possible to draw a scenario in which Southern California suffers a major economic depression. Such a depression could occur as a result of either intra-regional or extra-regional disruptions. Extra-regional depression causes include:

- International trade controls that limit the flow of goods through this region;

- A national economic slowdown would affect all of the regions, even the well-positioned and diversified SCAG region;

Intra-regional causes of an economic downturn might include;

- An environmental catastrophe that significantly cripples industrial and public infrastructure;

- Local economic mismanagement could compel some investors to seek other venues.

While it is difficult to project which of these triggers is on our horizon, we have tested some prototypical scenarios in order to note the spatial and sectoral employment impacts. Two variations of an across-the-board drop in capital formation were tested; many others can be studied. Each plots the effect of a crisis in investor confidence. Our suggestive scenarios start with a 5% or a 10% cut in the value of new investments in all sectors. Table A7-3, below, shows that the brunt of an economic depression triggered in the way we have assumed would fall on the construction and manufacturing sectors.

TABLE A7-3

REGION-WIDE ANNUAL EMPLOYMENT LOSSES, ECONOMIC  
DEPRESSION SCENARIOS  
TWELVE LOCAL EMPLOYMENT SECTORS

SECTOR	Amount of Initial Across-the-Board Capital Formation Cuts	
	<u>-5%</u>	<u>-10%</u>
Construction	20,867	41,733
Manufacturing	17,926	35,849
Transportation	2,114	4,228
Wholesale	4,093	8,186
Retail	5,618	11,236
Finance	1,028	2,056
Business Services	2,206	4,412
Entertainment	816	1,633
Professional Services	2,576	5,152
Public Administration	300	599
Agriculture	101	201
Mining	227	455
TOTAL	57,872	115,740

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source: outputs of SCPM

### Spatial Impacts

As already suggested, the SCPM assigns all impacts to zones in the five-county region. Looking at the total job loss impacts in all of the areas (Table A7-4), reveals the following:

A one-time 10% drop in across-the-board capital formation impacts employment in every one of the fifty-seven areas studied. The overall job loss was 2.4%. The 5%-drop scenario accounts for exactly half of the impacts of the larger cut and also have a region-wide impact.

Two of the centers, L.A. Core and Burbank, were less heavily hit. Areas with less reliance on manufacturing and construction employment fared better. The heavily impacted sectors tended to the less centralized ones, the non-centers.

TABLE A7-4

## JOUTPUT. JOBS. AND CHANGE BY 5% CAPITAL FORMATION REDUCTION

AREA CODE	JOUTPUT	JOBS	JDIF	AREA CODE	JOUTPUT	JOBS	JDIF
1	135186	133546	1640	30	48176	47544	632
2	28901	28559	342	31	174957	172694	2263
3	6773	6694	79	32	30647	30198	449
4	2541	2512	29	33	48186	47621	565
5	284619	281330	3289	34	16583	16359	224
6	118978	117644	1334	35	123859	122223	1636
7	84488	83435	1053	36	11475	11325	150
8	6136	6067	69	37	22692	22368	324
9	106172	104963	1209	38	2326	2296	30
10	243448	240649	2799	39	9207	9082	125
11	262703	259790	2913	40	26226	25919	307
12	191025	188866	2159	41	30987	30683	304
13	178622	176484	2138	42	6001	5928	73
14	339870	336082	3788	43	12369	12226	143
15	274318	270923	3395	44	45164	44700	464
16	16888	16701	187	45	13486	13355	131
17	138156	136501	1655	46	215006	212802	2204
18	264532	261293	3239	47	11314	11197	117
19	206575	204064	2511	48	5998	5899	99
20	74669	73769	900	49	7102	7015	87
21	154636	152614	2022	50	21456	21245	211
22	155521	153470	2051	51	18554	18346	208
23	8971	8844	127	52	23420	23085	335
24	67061	66279	782	53	6670	6592	78
25	88791	87730	1061	54	6813	6752	61
26	139955	138258	1697	55	12715	12581	134
27	119946	118476	1470	56	4725	4673	52
28	112599	111056	1543	57	10755	10633	122
29	51745	51000	745	58	9231	9118	113

SUM(JOUTPUT)=4839926

SUM(JOBS)=4782054

SUM(JDIF)=57872

## JOUTPUT. JOBS. AND CHANGE BY 10% CAPITAL FORMATION REDUCTION

AREA CODE	JOUTPUT	JOBS	JDIF	AREA CODE	JOUTPUT	JOBS	JDIF
1	135186	131907	3279	30	48176	46912	1264
2	28901	28217	684	31	174957	170431	4526
3	6773	6616	157	32	30647	29749	898
4	2541	2483	58	33	48186	47055	1131
5	284619	278040	6579	34	16583	16134	449
6	118978	116310	2668	35	123859	120586	3273
7	84488	82383	2105	36	11475	11174	301
8	6136	5997	139	37	22692	22043	649
9	106172	103755	2417	38	2326	2266	60
10	243448	237850	5598	39	9207	8957	250
11	262703	256877	5826	40	26226	25612	614
12	191025	186707	4318	41	30987	30378	609
13	178622	174345	4277	42	6001	5856	145
14	339870	332295	7575	43	12369	12083	286
15	274318	267527	6791	44	45164	44237	927
16	16888	16513	375	45	13486	13223	263
17	138156	134845	3311	46	215006	210598	4408
18	264532	258053	6479	47	11314	11080	234
19	206575	201553	5022	48	5998	5800	198
20	74669	72868	1801	49	7102	6928	174
21	154636	150593	4043	50	21456	21034	422
22	155521	151419	4102	51	18554	18138	416
23	8971	8716	255	52	23420	22749	671
24	67061	65497	1564	53	6670	6514	156
25	88791	86670	2121	54	6813	6691	122
26	139955	136562	3393	55	12715	12446	269
27	119946	117006	2940	56	4725	4621	104
28	112599	109513	3086	57	10755	10510	245
29	51745	50255	1490	58	9231	9005	226

SUM(JOUTPUT)=4839926

SUM(JOBS)=4724183

SUM(JDIF)=115743



## IDENTIFICATION OF FIFTY-EIGHT STUDY AREAS

1. Los Padres, Ventura, Oxnard, Simi, Thousand Oaks, Fillmore, Agoura RSAs, combined.
2. Santa Clarita RSA;
3. Lancaster RSA;
4. Palmdale RSA;
5. San Gabriel Mountains and S.W. San Fernando Valley RSAs, combined;
6. Burbank RSA;
7. N.E. San Fernando Valley RSA;
8. Malibu RSA;
9. Santa Monica RSA, center removed;
10. West Coast RSA, center removed;
11. South Bay RSA
12. Palos Verdes RSA;
13. Long Beach RSA, center removed;
14. East Central RSA, center removed;
15. Norwalk/Whittier RSA;
16. Los Angeles, CBD, parts removed;
18. West San Gabriel Valley RSA;
19. East San Gabriel Valley RSA;
20. Pomona RSA;
21. West San Bernardino Valley RSA;
22. East San Bernardino Valley RSA;
23. San Bernardino Mountains RSA;
24. Buena Park RSA;
25. Fullerton RSA;
26. Anaheim RSA, center removed;
27. West Coast RSA;
28. Central Coast RSA;
30. Santa Ana Canyon RSA;
31. Santa Ana RSA;
32. Mission Viejo RSA;
33. El Toro RSA;
34. Jurupa RSA;
35. Riverside RSA, center removed;
36. Perris RSA;
37. Hemet, RSA;
38. Lake Elsinore RSA
39. Banning RSA;
40. Santa Monica Center;
41. Hollywood Center;
42. East Hollywood Center;
43. UCLA Center;
44. Westwood/Century City/Beverly Hills Center;
45. Mid-Wilshire Center;
46. Los Angeles Core;
47. Long Beach Center;
48. USC Medical School Center;
49. East Los Angeles Center;
50. Huntington Park Center;
51. Glendale Center;
52. Pasadena Center;
53. San Bernardino Center;
54. Burbank Center;
55. San Pedro Center;
56. Ontario Center;
57. Anaheim Center;
58. Riverside Center.

## **FEDERAL BUDGET CUTS CONTINGENCY**

Recent international initiatives, along with continuing domestic budgetary and political pressures, have increased the likelihood of a reduction and/or redistribution of federal defense expenditures. Southern California clearly has been a beneficiary of the current policies and budgets. It is estimated that 7-8% of regional economic activity is a direct result of the federal defense budget. California garnered \$24.7 billion in defense contracts in 1987, nearly three times the amount awarded to the second-largest contract state, New York.

The growth in aerospace and high-technology industries which have been at the leading edge of industrial growth in Southern California have grown dependent on federal contracts. Many universities, think-tanks, and other research units also depend, at least in part, for support from military research and development funds. Military installations in the region have also played a significant role in a number of proximate Southern California communities.

Although the evidence is mixed, military expenditures in Southern California have not only accounted for a significant number of jobs and economic activity, but they have fueled the engine of local growth. Spin-off technologies and an expanding service sector suggest a substantial multiplier effect for defense expenditures in the region. It would follow that a reduction of redistribution of military expenditures may have ripple effects on the larger economy as well.

Should Southern California stakeholders fear a U.S. reduction in military spending? Is the 'threat of peace' a real threat of Southern California's well being? Are recent global repositionings and diplomatic initiatives a precursor to economic decline in this region? Will such setbacks affect the distribution of people and jobs -- and infrastructure investments in the region?

Of course, these questions are difficult to answer. Two lines of inquiry are instructive in determining how any changes in military spending could affect the Southern California economy, one of them quantitative, the other qualitative. The two approaches shed light on how and where reduced military spending might impact the economy as well as the range and magnitude of impacts to be expected.

### **Scenario I: Shift in Military Expenditures**

On the surface, it would seem that a shift in military expenditures would hurt the region economically. But on closer analysis, that may not be the case, particularly if one analyzes the global scenarios more carefully. Both the rhetoric of recent international exchanges and the main objectives of the peace movement deal almost exclusively with nuclear preparedness. Reduction of nuclear arms is viewed as the most life-enhancing step that could be taken in this area. Little, however, is being said about conventional forces and weapons. If, as some analysts say, the instinct to defend on a national basis is not likely to subside but shift from nuclear to non-nuclear, the size and configuration of future military budgets may be very different from what we might initially assume.

Two things seem possible with this in mind. First, expenditures on nuclear arms may simply be shifted to conventional arms and manpower. In fact, by some unit of measure these may require more expenditures than nuclear defense plans. Second, since large-scale nuclear weapons tend to be produced by large-scale manufacturers, and in contrast, smaller tactical weapons are often manufactured by smaller firms, there may be some redistribution within the region from the largest, generally centrally located firms to smaller and peripherally located firms.

Under this scenario, the 'peace budget' may be good news for the regional economy:

Total funds for the region are not likely to decrease and may even increase;

The shift to products requiring more labor-intensive manufacturing may increase the number of jobs per dollar spent;

Smaller defense contractors tend to have more employees relative to their size than larger companies, thus boosting jobs;

Insofar as smaller companies tend to locate more easily at the periphery, we might find a more efficient distribution of jobs in relation to people;

The resultant dispersion of jobs could shorten travel time of the affected commuters, reducing congestion in the older areas;

The shortening and redistribution of worktrips away from the core could impact favorably on air quality;

A shift in military expenditures within the region could excite the region's tendency to spread at the edges. This would reinforce the existing more gradual pattern of urbanization of the region's periphery, and would also overlap with the impulse to provide affordable housing where land is less expensive;

While this scenario may result in some loss of open space, and a more attenuated and more segregated social system, from an economic and transportation efficiency point of view, it could be good news. In older urban areas, some relative reduction in land values, as the edges absorb more of the regional demand, may be painful to current land owners, but welcome for those who are striving to get into the market. These effects, of course, are not likely to be immediate but a change in the defense budget along these lines sustained over a long period of time may eventually yield the scenario described here.

## Scenario II: Reduction in Defense-Related Expenditures in the Region

While Scenario I explores a plausible chain of events resulting in redistribution of military expenditures in the region, the second scenario explores the type and magnitudes of full impact on the region's economy as a result of 5% and 10% reductions in federal defense spending on the three prominent defense sectors; 'aircraft,' 'shipbuilding,' 'missiles and space.' These three sectors, in turn, impact the rest of the economy. Table A7-5 summarizes the sectoral impacts of federal spending reductions.

**TABLE A7-5**

**REGION-WIDE ANNUAL EMPLOYMENT LOSSES, DEFENSE  
REDUCTION SCENARIOS  
TWELVE LOCAL ECONOMIC SECTORS**

SECTOR	Amount of Three-Sector Defense Expenditure Reductions	
	-5%	10%
Construction	25	50
Manufacturing	3,348	6,696
Transportation	124	248
Wholesale	122	244
Retail	301	602
Finance	79	159
Business Services	222	443
Entertainment	71	142
Professional Services	103	206
Public Administration	29	58
Agriculture	2	4
Mining	8	16
TOTAL	4,434	8,868

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source: SCPM outputs



TABLE A7-6

JOUTPUT. JOBS. AND CHANGE BY 5% DEFENSE ORIENTED FEDERAL EXPENDITURE RED

AREA CODE	JOUTPUT	JOBS	JDIF	AREA CODE	JOUTPUT	JOBS	JDIF
1	135186	135075	111	30	48176	48127	49
2	28901	28876	25	31	174957	174802	155
3	6773	6767	6	32	30647	30624	23
4	2541	2538	3	33	48186	48132	54
5	284619	284355	264	34	16583	16569	14
6	118978	118858	120	35	123859	123756	103
7	84488	84412	76	36	11475	11466	9
8	6136	6131	5	37	22692	22676	16
9	106172	106076	96	38	2326	2324	2
10	243448	243251	197	39	9207	9200	7
11	262703	262420	283	40	26226	26205	21
12	191025	190830	195	41	30987	30963	24
13	178622	178452	170	42	6001	5996	5
14	339870	339516	354	43	12369	12360	9
15	274318	274060	258	44	45164	45135	29
16	16888	16875	13	45	13486	13477	9
17	138156	138036	120	46	215006	214822	184
18	264532	264290	242	47	11314	11305	9
19	206575	206375	200	48	5998	5994	4
20	74669	74596	73	49	7102	7095	7
21	154636	154493	143	50	21456	21429	27
22	155521	155402	119	51	18554	18534	20
23	8971	8965	6	52	23420	23405	15
24	67061	66997	64	53	6670	6665	5
25	88791	88704	87	54	6813	6808	5
26	139955	139830	125	55	12715	12703	12
27	119946	119838	108	56	4725	4721	4
28	112599	112503	96	57	10755	10747	8
29	51745	51708	37	58	9231	9223	8

SUM(JOUTPUT)=4839926

SUM(JOBS)=4835492

SUM(JDIF)=4434

JOUTPUT. JOBS. AND CHANGE BY 10% DEFENSE ORIENTED FEDERAL EXPENDITURE RE

AREA CODE	JOUTPUT	JOBS	JDIF	AREA CODE	JOUTPUT	JOBS	JDIF
1	135186	134965	221	30	48176	48077	99
2	28901	28850	51	31	174957	174647	310
3	6773	6761	12	32	30647	30600	47
4	2541	2536	5	33	48186	48077	109
5	284619	284090	529	34	16583	16555	28
6	118978	118737	241	35	123859	123654	205
7	84488	84336	152	36	11475	11456	19
8	6136	6125	11	37	22692	22661	31
9	106172	105980	192	38	2326	2322	4
10	243448	243055	393	39	9207	9194	13
11	262703	262138	565	40	26226	26184	42
12	191025	190634	391	41	30987	30938	49
13	178622	178283	339	42	6001	5992	9
14	339870	339162	708	43	12369	12351	18
15	274318	273802	516	44	45164	45107	57
16	16888	16862	26	45	13486	13467	19
17	138156	137915	241	46	215006	214637	369
18	264532	264047	485	47	11314	11295	19
19	206575	206176	399	48	5998	5991	7
20	74669	74523	146	49	7102	7087	15
21	154636	154350	286	50	21456	21402	54
22	155521	155284	237	51	18554	18515	39
23	8971	8958	13	52	23420	23389	31
24	67061	66932	129	53	6670	6661	9
25	88791	88618	173	54	6813	6804	9
26	139955	139705	250	55	12715	12691	24
27	119946	119729	217	56	4725	4717	8
28	112599	112407	192	57	10755	10740	15
29	51745	51671	74	58	9231	9216	15

SUM(JOUTPUT)=4839926

SUM(JOBS)=4831057

SUM(JDIF)=8868

## APPENDIX 8

### EARTHQUAKE CONTINGENCY ANALYSIS

Submitted for inclusion in the  
Southern California Association of Governments  
Growth Management Plan, 1989

by

CORDOBA CORPORATION



# EARTHQUAKE CONTINGENCY ANALYSIS

## Introduction

A fifty percent probability exists that during the next 20 to 50 years Southern California will experience a major earthquake centered on the San Andreas fault. Potentially more damaging, the City of Los Angeles is likely to experience periodic moderate earthquakes of up to 6.0 on the Richter scale on faults which lie directly within the most highly developed areas of the City. The following analysis examines the social and economic consequences of these anticipated seismic events. In particular, this analysis explores the roles of the public and private sectors in the post-quake recovery period and forecasts a potential recovery scenario.

Physical damage to infrastructure in the region will be extensive. Highways, airports, railroads, marine facilities, communication networks, water-supplies, waste disposal systems, street improvements, and utilities will be adversely affected by the quakes. A major San Andreas earthquake is expected to produce 3,000 to 15,000 fatalities, 10,000 to 50,000 injuries requiring hospitalization, and 100,000 to 200,000 homeless.

## Social Impacts

Three main causes are expected to seriously damage social patterns and structures:

- \* Homelessness
- \* Unemployment
- \* Migration

The anticipated earthquakes are expected to cause moderate to major damage to vulnerable structures sporadically dispersed throughout the region. Damage will be more concentrated in older neighborhoods and older downtown areas than in more recently developed residential, commercial and industrial areas. High concentrations of severe damage will occur in areas of fault rupture, liquefaction, landslides, dam inundation, and very high shaking intensities.

A greater number of multiple-family than single-family dwellings will be uninhabitable. Therefore, the homeless population will consist of a higher proportion of renters than homeowners. The earthquake will damage older buildings at a higher rate than most new buildings because of the collapse or severe cracking of masonry walls and the failure of wood foundations and other poorly-built or deteriorated structural components. Low-income and elderly residents will be disproportionately affected by earthquake damage because of their higher concentration in older, more vulnerable buildings.

The high percentage of expected demolition of older, damaged buildings, compounded by rent increases caused by the repair of many other residential buildings will result in the permanent loss of up to 20,000 low-income dwelling units. Mobile home damage will be far more widespread than



damage to other types of residential structures. One-fifth of the homeless caseload will come from mobile homes that have been shaken off of their supporting jacks or blocks. The mobile homes can be painted and re-leveled with proper equipment, but they will be vulnerable to repeated damage in even moderate aftershocks.

Damage to commercial and industrial structures will disrupt business activities and affect the employment rate following the earthquake. A prolonged loss of income to many residents will result in 11,000 households needing mortgage or rent assistance to prevent foreclosure or eviction.

A portion of the homeless population will leave the region to seek shelter elsewhere. Some of these will leave the region permanently. With respect to disasters in general, there is a disproportionate exodus of women and children. Migration is expected to be more heavily concentrated to nearby locations within California and possibly neighboring states and less heavily concentrated to distant locations.

Businesses also will migrate. Some commercial and industrial owners and tenants will choose to relocate rather than re-build. Some businesses that would have moved into the region were it not for the earthquake, will choose to locate elsewhere.

### **Potential Mitigation Measures**

After the disaster strikes, two distinct periods of relief will follow, the immediate, emergency response and the longer, rebuilding and recovery period. Pre-earthquake planning can alleviate the severity of the damage and accelerate the rebuilding and recovery process.

One group of structures of particularly high risk are mobile homes. Standards have been established to test and approve commercially available devices to brace mobile homes against earthquakes. Short of mandating earthquake-resistant installation of new units, as well as retrofitting existing ones, the following should be done:

1. Require mobile home manufacturers to offer all new buyers adequate installation systems.
2. Establish an information program to encourage the installation of seismically resistant bracing units under existing homes.
3. Encourage or require insurance companies to grant rate reductions for the installation of approved devices.

Land use planning, zoning and seismic safety provisions in building codes can minimize earthquake damage. Land use planners should avoid creating new hazards or increasing damages to life and property and should attempt to reduce existing hazards. All state, regional and local planning programs and all regulatory measures governing the use and development of land and adjacent waters should include consideration of seismic and geological hazards.

Communities also may consider using innovative techniques to mitigate earthquake hazards through zoning as follows:

1. Transfer of Development Rights programs to allow a developer to transfer densities out of identified seismic hazard areas and into areas of less risk.
2. Bulk Plan Provisions can offer flexible setback standards for various buildings. If applied on all lotlines, buildings will be stepped back from the lot perimeter, equalizing building mass and reducing building failure. If applied only to the lotline fronting the street, damage to the building may be internalized within the lot, preventing the street from becoming blocked and leaving critical traffic corridors (to hospitals and fire stations) free from debris. Los Angeles already has solar access regulations that step buildings back from lotlines to maximize access to sunlight.
3. Setback standards related to building height may sufficiently separate high-rise buildings preventing them from striking each other during earthquake-induced oscillations caused by ground accelerations.
4. Open-space and conservation zones can be used to keep flood plain, landslide, active faults, and trace areas free from intensive development.

A regional emergency coordination plan should be developed to reflect the multi-jurisdictional impacts expected. The plan should include coordination of:

- \*medical resources
- \*transportation response
- \*route recovery management
- \*airspace management
- \*dissemination of timely information
- \*survival and restoration of regional communications systems
- \*heavy rescue and mass care services

State policy should stipulate that local governments adapt the Uniform Building Code (UBC), as revised, to require geological reports that assess the seismic stability of critical slopes developed under grading regulations. Minimum state standards should call for periodic review of the occupancy levels of structures, especially focusing on buildings considered likely to be unsafe in earthquakes, and closely coordinated with active hazardous-building abatement programs. Also, to strengthen adherence to codes, local governments can institute regular periodic review and reissuance of certificates of occupancy.

The quality of local building regulation enforcement varies widely and, at present, no significant effort is being made to universally enforce minimum standards of effectiveness. Low pay, under staffing and lack of support by top management and elected officials contribute to poor performance by many building departments.

In general, redevelopment planning helps identify areas where changes are needed. Areas selected for redevelopment should include old reinforced masonry buildings which may sustain heavy damage in an earthquake. Redevelopment plans can provide an excellent starting point for preparing reconstruction plans.

Opportunities for changes in land use after an earthquake are likely to arise if concentrated damage occurs in any area planning for land use change. The rebuilding process can accelerate existing land use trends in areas with a healthy economy. Rebuilding also could be valuable in revitalizing declining areas.

### **Resources Require to Mitigate Damage**

The Federal Emergency Management Agency (FEMA) administers disaster relief funds that play a crucial role in redevelopment and earthquake recovery actions. Seven problems involving federal disaster relief funds have been identified:

1. Lack of specific federal authorization and funding for redevelopment projects;
2. Lack of federal requirements, procedures, and funding for local planning and implementation plans for long-term reconstruction;
3. Disincentives for relocating local public facilities or repairing or reconstructing public facilities to meet improved standards not in force at the time of the earthquake.
4. Lack of federal guidelines for determining prices to be paid for properties to be acquired as part of a local post-earthquake redevelopment project or planned relocation;
5. Little consideration of long-term hazard mitigation in administering federal disaster assistance;
6. Lack of explicit consideration of local opportunities to achieve other federal community development objectives while administering disaster assistance; and
7. Lack of flexibility in administering disaster assistance with the potential for federal/local conflict.

Although the federal disaster relief fund guidelines contain several problems that limit post-earthquake recovery choices local governments make, it is clear that local governments still have options available for post-disaster planning and recovery. There are four key elements of post-disaster land use planning:

1. Identifying and evaluating hazardous areas that should receive particular attention in planning and post-earthquake land use changes;
2. Revising community land-use plans as needed to reflect changed conditions brought about by the earthquake;
3. Preparing specific plans for reuse or reconstruction of hazardous areas; and
4. Implementing plans for hazardous areas.

Although most of these steps generally are undertaken in post-disaster recovery, the linkages between them present special problems. To deal with the linkages, a planning strategy should be developed.

Private sector participation in earthquake recovery begins with the role of insurance and charity. The emergency response period following a disaster is characterized by substantial infusions of in-kind aid consisting of food, clothing, temporary shelters, and medical supplies. This immediate charitable response is important because it allows residents to remain in the area. Without such aid, many more residents would permanently migrate to other regions.

The speed and magnitude of insurance settlements can be instrumental in allowing property owners to retain ownership of their properties. Without a rapid response to insurance claims, many owners would have to sell their properties, probably at a loss and perhaps to outsiders. Historically, after a disaster there is an initial decrease in land values in the effected area and a simultaneous increase in land values in surrounding geographic areas. The prompt availability of insurance and loan capital can encourage reconstruction and ensure a rapid return to previous property values.

### **The Recovery Period**

The speed and success of the recovery period is determined by four factors:

1. Availability of funds
2. Mitigation of multi-jurisdictional conflicts
3. The extent of infrastructure damage
4. The absence of serious environmental and geological problems

In Los Angeles the recovery period is expected to be relatively fast-paced, because the existing economy is one of high-growth and high economic activity. Federal disaster relief funds are



expected to play an important role, followed by state and local assistance and private insurance funds. Because of the strength of the pre-disaster economy in Southern California, private lenders are likely to quickly participate in financing the reconstruction effort.

The nature of the reconstruction effort will be largely a function of the quality of pre-earthquake planning. Experiences in San Francisco and other disaster areas show a strong tendency to simply rebuild the effected area in the same land use patterns that existed before the disaster. The pressing interest of the local economy is to get back to business as quickly as possible. In the absence of a previously agreed upon plan, the pressure of time defeats efforts to redesign urban forms to solve problems in land use and transportation.

A coordinated regional recovery and reconstruction plan could reverse historical trends and seize the opportunity to respond to current and projected land use and transportation problems in Los Angeles. The key to success in this effort is maximum pre-earthquake planning and coordination. Ideally, one agency or office, such as SCAG, would take the lead in developing such a plan and coordinating participation and suggestions from both the public and private sectors.





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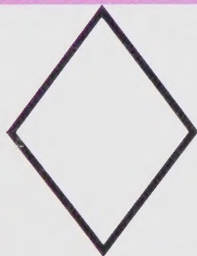


# REGIONAL GROWTH MANAGEMENT PLAN

FEBRUARY 1989



Regional Housing  
Needs Assessment



Air Quality Management Plan  
*Appendix IV-G*



Regional Mobility Plan

**T**his plan presents forecasts of population, housing and employment which serve as the basis for the development of the Regional Mobility Plan, The Regional Air Quality Plan and the Regional Housing Needs Assessment.